THE IMPACT OF THE FINANCING POLICY FOR DEVELOPMENTAL SOCIAL WELFARE SERVICES (1999) ON SERVICE PROVIDERS IN TEMBISA, GAUTENG PROVINCE

BY

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DECLARATION

I hereby declare that this dissertation is the result of my independent investigation, and

that all the sources used have been acknowledged by means of complete reference.

I hereby certify that this dissertation is not submitted for any other degree.

Signature: …………………………………

Mahlodi Patience Morifi

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ABSTRACT

The impact of the Financing Policy for Developmental Social Welfare Services (1999) on service providers in Tembisa, Gauteng Province

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Transformation of social service delivery began after 1994 with the establishment of the Reconstruction Development Programme. It was followed by the commitments made in the World Summit on Social Development (Copenhagen, 1995) with the emphasis on sustainable development. The Financing Policy for Developmental Social Welfare Services (1999) was introduced as a transformation tool to implement the White Paper for Social Welfare (1997).

The researcher is working as a social worker in Tembisa and discovered in practice that there is little evidence of the transformation of social welfare services as stipulated in the Financing Policy for Developmental Social Welfare Services (1999). This study was part of a team effort among four researchers to investigate the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service delivery in different communities in Gauteng. The aim of the study was to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service delivery in Tembisa from the perspective of service providers.

A quantitative research approach was utilized and data was gathered through a questionnaire. From the research findings, it was concluded that, although service providers have made progress with regard to transformation of social services to a developmental approach, many challenges remain with regard to fast tracking this transformation process.

Recommendations based on the research findings and conclusions of the study indicated that transformation of social service delivery to a developmental approach depends on clearly defined guidelines to give direction to service providers on how to transform social services to a developmental approach. These guidelines should include training, partnerships, communication forums, monitoring and evaluation and practice of principles for developmental approach.

KEY WORDS

Developmental social welfare

Social welfare

Service provider

Financing Policy for Developmental Social Welfare (1999)

Impact

Policy

Developmental social welfare services

Transformation

Social service delivery

Sustainable development

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INTRODUCTION AND GENERAL ORIENTATION

1.1.   INTRODUCTION

Research is a procedure in which people attempt to find an answer to a question or a resolution to a problem. According to York (1997: 2) social work research is a means of gaining relevant knowledge through the use of scientific methods, which is orderly and systematic to improve social work practice. In addition, Rubin and Babbie (1993: xxi) emphasize the importance of social work research in that it seeks to accomplish the same humanistic goals, as does social work practice, and like practice, social work research is compassionate, problem solving and a practical endeavor.

The main focus of the study was on the developmental approach to social welfare in relation to policy implementation. The Financing Policy for Developmental Social Welfare Services (1999) is a guideline towards transformation of remedial services to a developmental approach of services. The aim of the policy is to rationalize welfare funding, to target beneficiaries and distribute benefits equitably, to ensure that resources are used efficiently and effectively, and thereby correct injustices and imbalances brought by the present skewed resources.

As a student of the Masters Programme in Social Development and Policy, the researcher was inspired by the social development and social policy modules attended in March, May and September 2002, respectively. These modules on social development enabled

the researcher, within the South African context, to analyze, evaluate and design strategies and programmes that will address poverty and inequality and promote integrated and sustainable economic and human development on all social work practice levels.

On the other hand, the social policy module enabled the researcher to understand the link between policy and development as well as the impact of policy formulation, policy analysis and policy advocacy on social and economic policies in promoting social development.

These modules have made the researcher aware that the Financing Policy for Developmental Social Welfare Services (1999) is a well-structured transformation guide. However, the researcher experienced and has learnt from colleagues that in practice, people are still excluded from taking decisions that impact on their development. Furthermore, there is a lack of consultation when policies are drafted. On the other hand, when policies are in place, they are not always well-communicated or discussed in depth by service providers. This implies that service providers do not have clear guidelines on how to transform their social services to a developmental approach. Against this background, this research study investigated whether the Financing Policy for Developmental Social Welfare Services (1999) has had any impact on social service delivery from the perspectives of social service providers during the last four years of implementation.

This research project was a team effort by the students of the 2002 MSD Social Development and Policy Programme. This study was initiated in spite of the concerns by the Department of Social Development in 2002 that the Financing Policy for Developmental Social Welfare Services (1999) had implementation gaps with regard to transforming social services to a developmental approach (compare chapter 2:2.1 for a further discussion). However, the Gauteng province was one of the few provinces that continued to implement the Financing Policy for Developmental Social Welfare Services (1999) after the call by the minister of Social Development, Mr. Skweyiya to halt the implementation of the policy. This study, as part of the team research, therefore continued because the research was targeted at service delivery within the Gauteng Province.

Each researcher, within the team, focused their research on different target respondents and areas. The four students, who have similar experiences in their respective working environments, transpired the team research from the premises that the transformation process to developmental services is very slow. They therefore took a decision to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service providers in various practice settings in the Gauteng Province, namely Nellmapius, Atridgeville and Tembisa in order to determine whether similar results will be obtained. The studies on Atridgeville (Venter, 2003) and Nellmapius (Nel, 2003) have been completed late in 2003. When all the studies are completed, the findings will be compared and consolidated for a publication. For this purpose the research findings will be compared with the replacement policy for the Financing Policy for Developmental

Social Welfare Services (1999), namely the Policy on the Financial Awards to Service Providers (2004), which is currently in its 3rd draft as a discussion document for presentation to MINMEC for approval (Department of Social Development, 2004).

For publication purposes, the focuses of this new policy will be analyzed against the outcomes of the findings of the respective research studies and by doing so the researchers will evaluate to what extend the new policy succeeded in filling the gaps of the Financing Policy for Developmental Social Welfare Services (1999). Social service providers as well as policy makers will therefore benefit from this study by either confirming that the social services are transformed or in the process of being transformed to a developmental approach, or by identifying the policy implementation gaps for social service delivery.

1.2   PROBLEM FORMULATION

Bless and Higson-Smith (1995: 17) pointed out that the directives for the selection of a research question is due to the diversity of the possible topics and their sources. In this study, sources and identification of research problems were due to the observation of reality.

In essence, the Financing Policy for Developmental Social Welfare Services (1999) aims at transforming welfare services from a remedial to a developmental approach. However, in practice remedial services still exist in large numbers, which seems as if remedial and

statutory services are rather being encouraged as opposed to being reduced. Although social grants such as Child Support, Foster care and Disability grants contribute to poverty alleviation, they do promote dependency in the sense that beneficiaries are not encouraged to use grants for sustainable livelihoods.

There is little evidence on how beneficiaries who receive social grants within a specific period of time are at the same time involved in skills development programmes that will enable them to be independent and take responsibility for their lives.

Although the Financing Policy for Developmental Social Welfare Services (1999) indicate why and what should change in social service delivery toward a development approach, it does not provide clear guidelines to service providers with regard to how they should make the shift in this direction. There are neither clear guidelines, nor training available for service providers in this regard. Against this background, it is the premise of this study that social service delivery has not yet transformed to a developmental approach within most organizations in the Gauteng Province. The proposed study intended to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery in Tembisa from the perspective of service providers with a view to determine the gaps in the transformation of social services to a developmental approach.

1.3   GOAL AND OBJECTIVES OF THE STUDY

1.3.1 Goal.

The goal of the study was to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery in Tembisa from the perspective of service providers

1.3.2 Objectives.

Objectives in this research study include activities to be carried out to enable the researcher to achieve the goal of the study. In other words, objectives are the means to an end. Mouton (1996: 25) describes an objective as a route to a destination. The study's objectives were as follows: -

- To contextualise social service delivery within a developmental paradigm.
- To determine the target groups, intervention levels and service providers for social welfare service delivery *within a developmental approach.*
- To determine the impact of the implementation of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery from the perspective of service providers understanding, equipment and level of empowerment.

- To, based on the research findings, make recommendations on the implementation of the Financing Policy for Developmental Social Welfare Services (1999) in order to reflect the transformation of social service delivery to a developmental approach.

1.4   RESEARCH QUESTION

It is imperative for research questions to yield results that will have practical and theoretical value. Therefore, the question must be based on reality and observable problems. According to Leedy (1993: 112) the first stage of the basic format for research is a question, which has no discovered resolution. The research question in this study was as follows:

What is the impact of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery in Tembisa from the perspective of service providers?

1.5   RESEARCH APPROACH

The research approach for the study was quantitative. Mouton and Marais (in De Vos, 2002a: 363) emphasized that quantitative research is more highly formalized and more explicitly controlled. In addition, Rubin and Babbie (1993: 30) pointed out that quantitative methods emphasize the production of precise and generalizable statistical findings. In support of the idea, Strydom and Venter (2002: 200) stated that the larger

sample enables the researcher to draw more representative and more accurate conclusions as well as making more accurate predictions than in smaller samples.

Cresswell (in Fouché and Delport, 2002: 79) explains that the quantitative paradigm is based on positivism and thus defines it as an inquiry into a social or human problem. The researcher concludes that the quantitative approach was utilized, as it provided the researcher with a broader perspective on the area of study.

1.6   TYPE OF RESEARCH

The study was an applied type of research as it was aimed at solving specific policy problems, as well as helping practitioners to accomplish their tasks. It focused on solving problems in practice. In addition, applied research findings have implications for knowledge development (Fouché, 2002: 108), which is relevant for this study because there is a lack of knowledge on the transformation of social services to a developmental approach and the role of service providers in this regard.

1.7   RESEARCH DESIGN

Bless and Higson-Smith (1995:67) acknowledge that every project requires a research design that is carefully tailored to the exact needs of the researcher as well as the problem. Mouton (1996:107) adds that a research design is a set of guidelines and instructions on how to reach the goal.

For the purposes of this study, an exploratory design was utilized. Bless and Higson-Smith (1995: 42) explain that the purpose of an exploratory research is to gain insight into a phenomenon. The impact of the Financing Policy for Social Welfare Services (1999) was determined from the perspective of service providers and the study was exploratory, as opposed to an evaluative design, because of the lack of research on this topic. In addition, a pre-experimental design one-shot case study was used as part of the exploratory research design. Bless and Higson-Smith (1995: 68) explain further that a one-shot case study is most often used to determine whether an event of intervention has any effect upon a group of subjects. They pointed out that the dependant variable is measured after the event or an intervention has occurred. Fouchè and De Vos (2002:140) add that a one-shot case study is a design in which a single person, group or event is studied only once, subsequent to some agent or treatment presumed to cause change. In this regard, the Financing Policy for Developmental Social Welfare Services (1999) was thus expected to facilitate transformations and it was presumed to have caused changes in communities since its implementation in 1999. Therefore the said policy should have created an environment in which the paradigm shifts towards a developmental approach could be evident.

1.8   RESEARCH PROCEDURE

The research procedure involves the important steps to be taken in the research process. Data collection and data analysis are the core activities and will be discussed below.

1.8.1   Data collection method

The data collection method was quantitative since the research approach was quantitative. Leedy (1993:139) emphasized the importance of data in that all data, factual information, and all human knowledge must ultimately reach the researcher either as words or numbers. He further mentioned four principal questions with respect to the data:

- What data do you need?

- Where are the data located?

- How do you intend to get the data?

- Precisely and in detail, what do you intend to do with the data?

Delport (2002:171) added that the choice of the data collection methods would be determined by the research question. In this study, the researcher used questionnaires as data collection method (see Addendum B). The New Dictionary of Social Work (in Delport, 2002:172) defines a questionnaire as "a set of questions on a form which is completed by the respondent in respect of a research project". The researcher used questionnaires, which she delivered by hand, so that respondents could complete them in their own time, and then she collected them again later.

Bless and Higson-Smith (1995:99) emphasized the importance of constructing an appropriate and accurate instrument for measuring and collecting data. York (1997:95) pointed out two critical issues in measurement, which are validity and reliability. He refers to validity as the accuracy of a particular means of measurement. According to

Delport (2002:166) validity has two parts: the instrument measuring the concept in question and the concept being measured accurately. York (1997:95) refers to reliability as "the consistency of a means of measurement". Delport (2002:169) emphasized that reliability is concerned not only with what is being measured but also how well it is being measured. She further stated that the same instrument should consistently yield the same results under comparable conditions.

1.8.2   Data analysis and interpretation

De Vos, Fouchè and Venter (2002:223) explain that data analysis in a quantitative paradigm entails that the analyst breaks data down into constituent parts to obtain answers to research questions and to test research hypotheses. The researcher made use of graphic presentations to illustrate findings. The above mentioned authors reason that a graphic presentation is of great help in enabling the researcher to comprehend the essential features and their comparisons.

Interpretation and data analysis are intertwined with a view to eventually reach meaningful conclusions. In data analysis and interpretation, the researcher compares the results and their inferences drawn from the data. Furthermore, the researcher compares the results with the demands and expectations of theory, which serve the additional purpose of verification (De Vos, Fouchè and Venter, 2002: 223).

1.9   PILOT STUDY

The purpose of the pilot study is to improve the success and effectiveness of the investigation. Moreover, criticism and comments of the respondents should be encouraged and must be carefully considered during the main investigation (Strydom, 2002b: 215).

Singleton et al. (in Strydom, 2002b: 211) explain that the pilot study is about pretesting of a measuring instrument, which consists of "trying it out on a small number of persons having characteristics similar to those of the target group of respondents". It is explained further that probability does not play a role, as the researcher does not plan to generalize the findings. Bless and Higson-Smith (in Strydom, 2002b: 211) regard the pilot study "as a small study conducted prior to a larger piece of research to determine whether methodology, sampling, instruments and analysis are adequate and appropriate". The pilot study involves the following:

1.9.1   Literature study

Strydom (2002b: 211) acknowledges that the prospective researcher can only hope to undertake meaningful research if s/he is fully up to date with existing knowledge on her or his prospective subject. He further says that the purpose of a literature study is to orientate the researcher towards the question, whether literature exists and whether it is freely available. The sources of literature for this study were books, journals,

dissertations and theses on social development, social service delivery and policy. It is also emphasized by Strydom (2002b:212) that a literature study is important for executing the planning and actual implementation of the investigation.

1.9.2   Consultation with experts

According to Strydom (2002b:212) people who specialize in a specific subject might be extremely valuable to prospective researchers. However, it is imperative for researchers to have their ideas in place to avoid the confusion of too many ideas from the experts. In this regard, he advises that the prospective researcher should have specific and clearly formulated questions to gather information from experts. In addition, personal interviews with experts are more valuable than telephonic contact. Celliers (in Strydom, 2002b: 213) adds that the utilization of experts can help the researcher to delineate the problem more sharply and gain valuable information on technical and practical aspects of the research endeavor. The following people were consulted to shape the focus of the research study:

- Tebogo Itumeleng, the Director of Social Development in the Department of Social Services and Population Development provided information on the role that government play with regard to the Financing Policy for Developmental Social Welfare Services (1999) in the Gauteng Province.

- Mr. Frans Rammutla, Deputy Director of Strategic Planning in the Department of Social Services and Population Development explained his understanding of the relationship between the White Paper on Social Welfare (1997) and the Financing

Policy for Developmental Social Welfare Services (1999) as interpreted in the Department of Social Services and Population Development in Gauteng Province.

1.9.3   Feasibility of the study

The study was feasible because the researcher is employed by the Department of Social Services and Population Development and work in Tembisa with the service providers that were included as subjects for the study. The research was costly with regard to traveling expenses to reach the subjects since they were from different organizations. In addition, the researcher also carried the costs for copying the questionnaires. In view of the fact that the questionnaires were delivered by hand, the research was also time consuming. However, since the study would have benefited the Department of Social Services and Population Development with regard to rendering more effective services, the researcher was able to negotiate time at work to enable her to undertake the research.

1.9.4   Pilot test of the measuring instrument

Babbie (in Strydom, 2002b:215) pointed out that no matter how careful a data collection instrument is designed, there is always a certainty of possible error. Strydom (2002b: 215) suggests that the pilot study must be executed in the same manner as the main investigation, if deemed necessary.

The researcher pilot-tested the study with two social workers in the Ekurhuleni Metropolitan Council in Tembisa. These social workers were not included in the main study. The pilot study did not have any questions with regard to the questionnaire and the implications were that it was clear and easy to complete. Therefore, there were no amendments made to the questionnaire.

1.10 RESEARCH POPULATION, SAMPLE AND SAMPLING METHOD

According to Arkava and Lane (in Strydom and Venter, 2002:198) "population" is defined as individuals in the universe who possess specific characteristics. On the other hand, Bless and Higson-Smith (1995:85) define population as the entire set of objects and events of a group of people, which is the object of research and about which the researcher wants to determine some characteristics. The population in this study was the social workers from different sectors, local and provincial government as well as Non-governmental organizations in Tembisa, which provide social services. The population was estimated at sixty-five social workers.

A sample is the population under investigation. Seaberg as quoted by Strydom and Venter (2002: 198) defined "sample" as a small portion of the total set of objects, events or persons that together compromise the subject of the study. Moreover, Bless and Higson-Smith (1995: 88) emphasized the importance of a sample having properties, which make it representative of the whole. The sample for this research study was thirty service providers providing social welfare services in Tembisa. They were from the

following organizations: Department of Social Services and Population Development, Ekurhuleni Metropolitan Local Council, Tembisa Hospital, Tembisa Child Welfare, Tembisa Care of the Aged, Child Line, Wits Mental Health, Elim Clinic, Ekhaya Lothando and Tembisa Development center.

The researcher used a purposive or judgmental sampling method to draw the sample, which is a type of a non-probability sampling. According to Bless and Higson-Smith (1995:95) a purposive sampling method is based on the judgment of the researcher regarding the characteristics of a representative sample. For purposes of this study, the researcher made judgments of who would constitute the sample according to the following criteria:

- Service providers who have rendered services in Tembisa between 1999 and 2003.
- From the above category, the service providers with at least two years of experience working as a social worker.
- Service providers should have operated either on management or grassroots level.

1.11 ETHICAL ISSUES

Social workers are increasingly realizing that the recognition and handling of ethical aspects are imperative if successful practice and research are the goal (Strydom, 2002a: 62). Tutty *et al.,* as quoted in Strydom (2002a:62) added that researchers sometimes tend

to relate to subjects from a position of superior expertise and status, and may think that subjects do not need to be fully informed about research goals, process and/or outcomes. The ethical issues below were of importance to this research study as outlined by Strydom (2002a: 64-73):

1.11.1 Informed consent

Informed consent implies that all possible or adequate information on the goal of the investigation, the procedures that will be followed during the investigation, possible dangers, advantages and disadvantages to which the subjects may be exposed, as well as credibility of the researcher, be rendered to potential subjects. Subjects must take a voluntary, thoroughly reasoned decision about their possible participation. The researcher informed the subjects on the purpose of the research and their role as respondents in the study and requested them to sign a letter of agreement to participate (see Addendum A). They were also informed that they could withdraw from the study at any time when they decided to do so.

1.11.2 Deception of respondents

Deception of subjects is deliberately misrepresenting facts in order to make another person believe what is not true. It also involves withholding information, or offering incorrect information in order to ensure participation of subjects when they would otherwise possibly have refused. The researcher provided the background, the goal and

objectives of the study and made no promises with regard to any personal gains either than that the outcome of the study might help them to improve service delivery.

1.11.3 Violation of privacy/anonymity/confidentiality

Privacy is defined as information, which normally is not intended for others (people that are not involved) to observe or analyze. Confidentiality thus directly links with how information is dealt with. The questionnaire was structured in a manner which subjects would remain anonymous. The researcher reported on the findings in this study (see Chapter 3) in a manner, which did not invade the subjects' privacy. When the researcher publishes the findings of this research study it will be for the purpose to share information with professionals and no subjects would be identified.

1.11.4 Action and competence of researchers

Researchers are ethically obliged to ensure that they are competent and adequately skilled to undertake the investigation. An obligation rests on the researcher towards all colleagues in the scientific community to report correctly on the analysis of data and the results of the study. The researcher was in a position to undertake the investigation since she had to take a research module as part of her credit for the programme MSD (Social Development and Policy). In addition she was obliged by professional ethics to show commitment and be accountable to the team research project under the guidance of her supervisor.

1.11.5 Release and publication of the findings

The findings of the study will be introduced to the professional reading public in a written form. The research report represents an accurate report on the research findings of this study and was written as objectively as possible.

Giving feedback on research findings is often the most challenging phase of a research study. Firstly, the researcher might not have found what she was hoping to find, which, however, does not discredit her competency. Secondly, the researcher would have learned from the errors and the limitations, which are likely to be highly considered in future research projects. However, the researcher is ethically obliged to release the findings of this study in order to show the manner in which the Financing Policy for Developmental Social Welfare Services (1999) has impacted on the transformation of social services from the perspective of service providers in Tembisa.

1.12   DEFINITION OF CONCEPTS

The key concepts for this study were as follows:

1.12.1 Developmental social services

It is imperative to understand the meaning of social services, which Barker (1991:221) defines it as "the activities of social workers and other professionals in promoting health

and well-being of people and in helping people to become more self sufficient; preventing dependency; strengthening family relationships; and restoring individuals, families and groups, or communities to successful social functioning." On the other hand, Baugh (1987:1) defined social services as a service provided by the community to help those in need. This 'need' refer to more than only the need for money.

Developmental social services have been defined by Gray (1998:148) as integrated social service delivery which allows for intervention on all levels, although with an emphasis on social change and the use of community work, social policy, planning and administrative skills.

For the purpose of this study, developmental social services entail services, which is developmental and which promote self-reliance and sustainable livelihoods.

1.12.2 Social Welfare

Midgley (1995)(in Lombard, 1996:163) defines social welfare in a broad sense, namely it reflects a condition that connotes economic, social, political, physical, mental, emotional, spiritual and recreational prosperity, well-being and health as well as an opportunity for the development and self-actualization of the nation. Midgley (1996:5) define social welfare as a state or condition of human well-being that exists when social problems are managed, when human needs are met, and when social opportunities are maximized.

In this study, social welfare is regarded as a broad concept, which involves the well-being of people, which is achieved when problems are solved, when needs are met and when people have the opportunities to exercise their potential.

1.12.3 Service provider

For the purpose of this study, *service provider* refers to a person or a group of persons who are employed to provide social services to individuals, families, communities and organizations.

1.12.4 Financing Policy for Developmental Social Welfare services (1999)

The Financing Policy for Developmental Social Welfare Services (1999) is a policy instrument for the fundamental transformation of both service delivery and financing thereof (Financing Policy for Developmental Social Welfare Services, 1999: 4). This policy is used in conjunction with the White Paper for Social Welfare (1997) with the mission: "To serve and build a self-reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential and which is equitable, sustainable, accessible, people-centered and developmental."

1.12.5 Impact

Hornby (1995:594) defines *impact* as a strong impression or effect on something. For the purpose of this study, *impact* refers to the effect that the Financing Policy for Developmental Social Welfare Services (1999) has on service providers in Tembisa in rendering effective and efficient developmental services.

1.12.6 Policy

Policy is defined as a course of action or inaction rather than specific decisions or actions (Levin, 1997:24). Popple and Leighninger (1998: 26) refers to policy as principles, guidelines or procedures that serve the purpose of maximizing uniformity in decision making regarding the problem of dependency in society. Booysen and Erasmus (2001:234) define policy as "a relatively stable, purposive course of action followed by an actor or set of actors in dealing with the problem or a matter of concern".

In conclusion, for this study *policy* refers to the procedures to guide actors in dealing with a social problem or matter of concern.

1.13 LIMITATIONS OF THE STUDY

The indication of limitations of the study is imperative for the purposes of future research. The limitation experienced by the researcher was that her study focused only on the perception of service providers and did not include the perspectives of the service

beneficiaries. However, this limitation was planned for since her team member's study (Kambule), which is still in progress, is directed towards the perspectives of service beneficiaries of social service delivery in Tembisa. The findings of the two studies will therefore jointly provide a perspective from both service providers and beneficiaries on the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service delivery.

1.14   CONTENTS OF RESEARCH REPORT

The research report contains the following chapters:

In Chapter 1, an introduction and general orientation to the study is provided. This includes the rationale for the study and problem statement, the goal, objectives and the research question for the study, the research methodology, the ethical implications and the key concepts relevant for the study.

In Chapter 2, the theoretical framework for developmental social welfare service delivery is outlined. This includes conceptualization of social service delivery in a developmental paradigm, the principles of social service delivery, the development of human, social, economic, and environmental capital and the strategies for social development.

In Chapter 3, the empirical study and findings are presented. This includes a brief overview of the research methodology, the presentation of research findings and the interpretations thereof.

In chapter 4, conclusions and recommendations were drawn. This includes a summary of the aims of the research and the way in which the objective was reached.

CHAPTER 2

THEORETICAL FRAMEWORK FOR DEVELOPMENTAL SOCIAL WELFARE
SERVICES DELIVERY

2.1 INTRODUCTION

"There is no perfect social welfare system in the world, nor is there ever likely to be. Any country's social welfare system will always fall short of the ideal, since the philosophy that people have about social welfare is constantly evolving and therefore changing. Moreover, welfare development is limited by economic, political and cultural circumstances as well as the priorities of governments and power groups" (McKendrick, 1990: 35).

The White Paper on Reconstruction and Development (1994) was formulated as the government's strategy for fundamental transformation. The Reconstruction and Development Programme is a policy framework for integrated and coherent socio-economic progress, which seeks to mobilize the people and the country's resources towards the final eradication of the results of apartheid (The White Paper on Reconstruction and Development, 1994:7). The goal of the RDP is to build a democratic, non-racial and non-sexist future and to represent a vision for the fundamental transformation of South Africa.

In line with the RDP, the White Paper for Social Welfare (1997), made provision for principles, guidelines and programmes for social welfare in South Africa with a vision of

a welfare system, which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment. It was very specific on social welfare services unlike the White Paper on Reconstruction and Development, which provided the broad basis for transformation at all the levels of government. However, the White Paper for Social Welfare (1997) did not indicate how the policy should be implemented and the Financing Policy for Developmental Social Welfare Services (1999) was formulated for this purpose. The initial aim of this policy was to rationalize welfare funding, to target beneficiaries and distribute benefits equitably, to ensure that resources are used efficiently and effectively, and thereby correct injustices and imbalances of the past. With regard to implementation, it became evident that there were also gaps in this policy. In 2001 the Department of Social Development indicated their concerns about the slow paste of transformed service delivery to a developmental approach. The Council of Ministers for Social Development (MINMEC) conducted a high level review of the Financing Policy, which was completed in May 2001. This review concluded as follows: "Although the principles of the Financing Policy were sound, significant revision to the content of the policy was necessary. MINMEC also decided that the Financing Policy should be located within a broader transformation programme, which involves reviewing welfare legislation, costing of welfare services and transforming the social services professions" (Department of Social Development, 2002:44).

As a result of this process, a new policy was formulated for presentation to MINMEC for approval, namely the Policy on the Financial Awards to Service Providers, which is currently in its 3rd draft as a discussion document (Department of Social Development,

2004). It aims at guiding the country's response to financing of service providers in the social development sector, to facilitate transformation and redirection of services and resources, and to ensure effective and efficient services to the poor and vulnerable sector of society.

In this chapter the theoretical framework for social service delivery will be conceptualized within the context of developmental social welfare. This includes the principles for social welfare service delivery, the development of human, social, economic, and environmental capital and the strategies for sustainable social development.   Finally, policy analysis and policymaking will be discussed to contextualise the Financing Policy for Social Developmental Services (1999) within a theoretical framework.

2.2   DEVELOPMENTAL SOCIAL WELFARE

Developmental social welfare refers to "social welfare as one of the dimensions of social development and is in line with the approach emerging from the World Summit for Social Development, 1995. The concept is being used more popularly in South Africa to refer to developmental strategies" (White Paper for Social Welfare, 1997:93). The definition of social welfare therefore becomes imperative. The White Paper for Social Welfare (1997: 15) refers to social welfare as "an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people. Midgley (1996:3) added

that the developmental social welfare model is also known in international circles as the social development approach. He further added that the developmental approach offers an alternative to existing welfare models and may help to revitalize discussions on social policy.

The vision of the new welfare system as stipulated in the White paper for Social Welfare (1997:5) is "a welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment" The mission is "to serve and build a self-reliant nation in partnership with all stakeholders through an integrated social welfare system, and which is equitable, sustainable, accessible, people-centred and developmental".

The vision and the mission of the White Paper for Social Welfare (1997) are in line with the commitments of the United Nations Social Development World Summit held in Copenhagen in 1995. The commitments are as follows: -

- o To create an enabling economic, political, social, cultural and legal environment that will enable people to achieve social development.
- o To eradicate poverty in the world, through decisive national actions and international cooperation, as an ethical, social, political and economic imperative of humankind.

o   To promote the goal of full employment as a basic priority of the economic and social policies, and to enable all men and women to attain secure and sustainable livelihoods through freely chosen productive employment and work.

o   To promote social integration by fostering societies that are stable, safe and just and based on the promotion and protection of all human rights, and on non-discrimination, tolerance, respect for diversity, equality of opportunities, solidarity, security and participation of all people including disadvantaged and vulnerable groups and persons.

o   To promote full respect for human dignity and to achieving equality between women and men, and to recognize and enhance the participation and leadership roles of women in political, civil, economic, social and cultural life and in development.

o   To accelerate the economic, social and human resource development of Africa and the least developed countries.

o   To ensure that when structural adjustment programmes are agreed to they should include social development goals, in particular, of eradicating poverty, promoting full and productive employment and enhancing social integration.

o   To increase significantly and/or utilize more efficiently the resources allocated to social development in order to achieve the goals of the Summit through national action, and regional and international co-operation.

o   To provide an improved and strengthened framework for international, regional and sub regional co-operation for social development, in a spirit of partnership, through the United Nations and other multilateral institutions.

o To attain the goals of universal and equitable access to quality education and to basic health services, without distinction by race, national origin, gender or age, and to preserve and promote the rich and varied cultural heritage, as indispensable bases for people centred sustainable development.

2.3   THE PRINCIPLES FOR DEVELOPMENTAL SOCIAL WELFARE SERVICES

The Financing Policy for Developmental Social Welfare Services (1999) was developed as a need to transform social welfare services and its funding. The following discussion on the principles for developmental social welfare services provides a foundation upon, which transformation is to take place   (Financing Policy for Developmental Social Welfare Services, 1999: 6).

2.3.1   Accountability

Service providers who intervene with children, youth, families, women and older persons should be held accountable for the delivery of an appropriate and quality service.

2.3.2   Empowerment

The resourcefulness of each child, youth, woman, and older person should be promoted by providing opportunities to use and build their own capacity and support networks and to act on their own choices and sense of responsibility.

According to the White Paper for Social Welfare (1997: 93) empowerment refers to the process of increasing personal, interpersonal and political power to enable individuals or collectives to improve their life situations. It requires full participation of people in the formulation, implementation and evaluation of decisions determining the functioning and well being of society. Hornby (1995:378) defined *empowerment* as to give somebody the power or authority to act. Empowerment therefore refers to a state of having authority to take action. The United Nations (1998:22) stated that empowerment directs attention to the objective of building social and political capital through collective organizations and mobilization. Lombard (1996:167) adds that empowerment occurs when people gain control over their lives. She stated that empowerment is the outcome of capacity building. The student is of the opinion that once people are empowered, they become involved in ensuring that their voices are heard, especially in protecting their rights and future. Mayo and Graig (1995:5) are of the opinion that the powerless could be empowered and once they are, they could become agents of their own development.

2.3.3   Participation

Children, youth, families, women and older persons should be actively involved in all the phases of the intervention process. According to Mayo and Graig (1995:2) effective citizen participation is the main pre-requisite for sustainable development. They stated that community participation is vitally important for democratic approaches to planning.

St. Anne (1999:68) noted that participation is a tool for development rooted in a valuable resource of human talent and energy. The student support citizen participation because empowerment and capacity of people can be detected if people take part in planning, decision making and implementation of programmes for their own development. In addition, they can only sustain this development if they remain involved and learn by doing.

2.3.4   Family-centred

Social services should be contextualised within the family, the extended family and the community, and support and capacity building to families should be provided through regular developmental assessment and programmes which strengthen the family's development over time.

2.3.5   Community-centred

Social services should be contextualised within the community environment. To create an enabling environment for these services, the community should be supported and their capacity build by means of continuous developmental assessment and programmes which facilitate the community's development.

This principle is linked to the communitarian strategy of social development because the strategy emphasizes participation and capacity building of communities (Midgley, 1995:114). This strategy is further discussed under the strategies for social development (see point 2.6.2)

2.3.6   Continuum of Care and Development

Children, youth, families, women and older persons should have access to a range of differentiated and integrated services on a continuum of care and development, ensuring access to the least restrictive, least intrusive and most empowering environment and/or programme/s appropriate to their individual developmental and therapeutic needs.

The changing social, emotional, cognitive and cultural needs of the child, youth, family, woman and older person should be recognized and addressed throughout the intervention process. This implies that social service providers should link their

beneficiaries with continuing support networks and resources, when necessary, after the beneficiaries are disengaged from the social service system.

2.3.7   Integration

Services to children, youth, families, women and older persons should be holistic, inter-sectoral and delivered by an appropriate multi-disciplinary team wherever possible. This principle is linked to commitment 4 of the Social Development World Summit (1995). The researcher is of the opinion that people from different organizations form part of the multi disciplinary team and that they should build working relationships for integrated services. The White Paper for Social Welfare (1997:17) stated that welfare policies and programmes would be developed and promoted in partnership with organizations in civil society, the private sector and government departments.

Lombard and Jansen van Rensburg (2001:325) mentioned that partnerships make it possible for social service organizations to take up the challenge of making a policy shift from fragmented, specialized services to developmental, integrated services. They discussed the process of partnerships, which starts with networking, which reflects the lower level of intensity of the continuum, and progresses to coalitions with the reflection of the highest level of partnership intensity. They propose that the higher the levels of intensity of the partnership, the more resources are shared by partners. They suggested that partnerships should be strong on provincial level but

even stronger on a local level to make an impact on sustainable development. They acknowledge that partnerships, networks and coordinated efforts are encouraged in the Financing Policy for Developmental Social Welfare Services (1999). However, they criticize the fact that the policy does not provide clear guidelines on the establishment and maintenance of partnerships. Therefore, they recommended that the value of equality, transparency and attainment of a common goal among the government, private sector and civil society could yield positive results for sustainable development.

2.3.8   Normalization

Children, youth, families, women and older persons should be exposed to normative challenges, activities and opportunities, which promote participation and development.

2.3.9   Effectiveness and efficiency

Social services should be delivered in the most effective and efficient way possible.

2.3.10   Person-centred

Positive developmental experience, support and capacity building should be ensured through regular developmental assessment and programmes, which strengthen the development of children, youth, women, or older persons over time.

2.3.11   Rights

The right of children, youth, women and older persons as established in the South African Constitution (Act 108 of 1996) and the various international conventions ratified by South Africa shall be protected.

2.3.12 Restorative Justice

The approach to children, youth, women and older persons in trouble with the law should focus on restoring societal harmony and rectifying misbehavior rather than punishment. The person should be held accountable for actions and where possible the system should make amends to the victim. This implies that services should empower the victim and rehabilitate the person whom has been in trouble with the law.

2.3.13 Appropriateness

All social services should be appropriate for the respective target groups, including individuals, the family and the community. The White Paper for Social Welfare (1997:92) defined appropriate social welfare services and programmes as social welfare services and programmes, methods and approaches which are responsive to the needs and problems of the people, which are accessible and responsive to social, cultural, economic and political conditions.

2.3.14 Family Preservation

All social services should prioritize the goal to have children, youth, women and older persons remain within the family and/or community context wherever possible. When placed in alternative care, services should retain and support communication and relationships between the person and the family unless proven not to be in their best interests, and maximize the time, which the person spends in the care of his/her family.

2.3.16 Permanency Planning

Every young person within the continuum of care and development should be provided with the opportunity to build and maintain lifetime relationships within a family and/or community context within the shortest time possible.

2.3.17 African Renaissance

As South Africans and Africans, all services to children, youth, women and older persons should reflect an understanding of the African context in which they are based and should consciously support the African Renaissance.

In summary, the principles for developmental social services are linked to the commitments of the World Summit for Social Development (1995) and the White Paper for Social Welfare (1997) to achieve sustainable development. The draft policy on the Financial Awards for Service Providers (Department of Social Development, 2004) emphasize equity, transparency, appropriateness, participation, accountability, accessibility, efficiency and effectiveness, partnership and social integration as the main principles for transforming developmental services, which is in line with the Financing Policy for Developmental Social Welfare Services (1999).

2.4   THE TRANSFORMATION PROCESS

The Financing Policy for Developmental Social Welfare Services (1999) identified the requirements to shift social service delivery, from a remedial to a developmental approach. The following shifts formed a major part of the transformation process.

- *Shifts 1*: From a narrow focus on quantitative services to a focus both on qualitative and quantitative services. This implies that services should focus more

the number of people and rendering an effective service in meeting their needs as well as ensuring their well-being.

- *Shift 2:* From per capita financing to programme financing. The emphasis is on holistic services that are appropriate and of quality.

- *Shift 3*: From a focus on financing specialist organizations and services to financing of holistic services with specialist components integrated. Financing is based on services that operate on one or more of the service levels, from early intervention to continuum of care and development.

- *Shift 4*: From supporting racially based structures and practices to those services that promote social integration, diversity and equity. The emphasis is on social integration of race and gender.

- *Shift 5:* From financing on the basis of entitlement, to financing on the basis of necessary and effective service. Financing is based on the value of a particular service to the beneficiary.

- *Shift 6:* From a skewed allocation of resources to prioritizing services and ensuring a more balanced resource allocation.

- *Shift 7:* From financing of organizations and services that disregard indigenous rights and cultural practices, to financing of organizations that respect diversity and indigenous rights and culture.

- *Shift 8:* From financing based on arbitrary, 'thumb suck' criteria, to financing based on principles, value-based criteria and an output/outcomes orientation. This shift will ensure that services reflect in policy and practice, the principles and values of the new developmental social welfare systems.

- *Shift 9:* From an individualistic bias in financing to recognition of collective approaches. The shift implies that financing will be based on networking of organizations rather than individual organizations, or to a community rather than an individual.

- *Shift 10*: From financing of fragmented, specialized, or isolated services to financing of "one-stop" integrated services. The shift emphasizes financing of holistic services. The implications are that organizations should render a variety of services to their beneficiaries.

- *Shift 11:* From social assistance separated from social services, to financing social services, which is linked to social assistance.

- *Shift 12:* Shift from top-down delivery to a participatory approach. This shift indicates that services which consciously and appropriately involve communities, families, children, youth, women and older persons shall be supported through welfare finances.

The policy also stated that the levels of intervention in service delivery should be transformed with more focus on prevention and early intervention than on statutory and continuum of care and development by 2004. The following discussion on levels of intervention provides a description of what these levels entails.

- Level 1:   Prevention

Services on this level include any strategies and programmes, which strengthen and build capacity and self-reliance of families, communities, children, youth, women and older persons.

- Level 2   Early intervention

The services target children, youth, families, women, older persons and communities identified through a developmental risk assessment as being vulnerable or at risk. The services ensure that the target groups do not go through statutory intervention of any kind by providing strengths-based developmental and therapeutic programmes. The services on this level also ensure that there is no further deterioration and that individuals, families and communities are restored and/or reunified within the shortest time possible.

- Level 3:   Statutory

This is the level where an individual has become involved in some form of court case and will be in a "statutory process" until the court case has been finalized. Services at this level are aimed at supporting and strengthening the community, families, children, youth, women and older persons and that a specific range of services should be available.

- Level 4   Continuum of care and development

The services on this level should be highly effective and be delivered from a prevention and early intervention perspective to ensure no further deterioration. The services should maximize development and well-being, and should integrate the individual within a family and community context in the shortest time possible. Services at this level tend to be specialized but the methodology of delivery remains a developmental one, that is, services should focus on a person holistically.

The researcher has experienced in practice that there were problems and challenges faced by the social service providers with the transformation process. The new Policy on Financial Awards for Service Providers (Department of Social Development, 2004) was formulated with the view to improve social service delivery and the problems that were not addressed in the Financing Policy for Developmental Social Welfare Services (1999). The background of the new policy is briefly discussed to give an overview of the issues addressed.

2.5   DRAFT POLICY ON FINANCIAL AWARDS FOR SERVICE PROVIDERS (2004)

The policy was drafted to address the problems experienced in the Financing Policy for Developmental Social Welfare Services (1999). The aim of the policy is to facilitate transformation, redirect services and resources and ensure efficient and effective

services in partnership with the community and those committed in building a caring society. The objective of the policy is to provide a tool to facilitate the transformation of social welfare service delivery. However, the tool is not stipulated or provided as the objective stated.

The policy includes financing options, types of funding, methods of payment and eligibility criteria for funding and the methods of financing. It also involves a contract on the basis of government's medium term expenditure framework (MTEF), which covers the following aspects (Department of Social Development, 2004: 27):

- Service specific outputs expected in specific areas

- Financial arrangements

- Roles and responsibilities of the department and the service provider

- The duration of the agreement

- The reporting and accounting requirements within specific timeframes

- Monitoring and evaluation arrangements

The conditions for reducing or suspending and terminating the funding are also stipulated. The policy states that mechanisms and processes to strengthen communication and ensure consultation shall be set but it does not clarify the 'when' and the 'how'.

The Draft Policy on Financial Awards for Service Providers (Department of Social Development, 2004:18) stated thirteen challenges of transformation that face social service delivery. The challenges include the following:

- Accessibility of services;

- Equitable distribution of services and resources between rural and urban areas;

- De-racialisation of facilities, in particular homes for older persons;

- Development of more community based services;

- Management boards and structures which reflect the demographic profile of the region and province that it serves;

- Ensuring the sustainability of emerging and disadvantaged non profit organizations;

- Building the management and financial capacity of emerging organizations; ensuring a transfer of skills from established organizations to emerging organizations;

- Development of affordable costing models;

- Improving the infrastructure and resource base of historically marginalized non profit organizations and communities;

- Halt the process of continued fragmentation of social services;

- Moving away from a competitive individualistic service to cooperative and collective approaches that facilitate skills transfer and service integration;

- Provision of an integrated service that responds appropriately to the needs of the community, recognizing their strengths and capacity for empowerment.

It is stated in the policy that these challenges are not only critical to government but should also represent the collective goal of all service providers in ensuring that developmental social services are rendered in a just and fair manner, to those who need the services most. Therefore, shifts were identified to ensure that equity occurs,

which becomes critical for the transformation process to take place (Department of Social Development, 2004:19).

Within a developmental framework for social service delivery these shifts are embedded in the development of human, social, economic and environmental capital if they are going to be sustainable.

2.6 DEVELOPMENT OF HUMAN, SOCIAL, ECONOMICAL AND ENVIRONMENTAL CAPITAL

In this section different forms of capital, i.e. human, social economic and environmental will be discussed as critical components for sustainable social development.

2.6.1 Human capital

Schmid (2000: 160) pointed out that human skills are an important input into the production referred to as human capital. Raheim (1999: 69) noted that human capital could be promoted through building interpersonal skills and enhancing family and community strengths. Human resource development through education is central to the growth process (McMahon, 1999: 19). The student links human capital to an enterprise strategy due to its focus on development of skill for individuals and families. Moreover, human capital could contribute to sustainable development as the skills learnt and the knowledge could be used for what McMahon (1999: 19) refers to as micro-enterprise. He

says that micro-enterprises restore self-respect, facilitate self-reliance and transform the condition of dependency to the one of self-sufficiency. The Financing Policy for Developmental Social Welfare Services (1999) aims to transform people from being dependent to being self-reliant and self-sufficient. Investing in human capital would be one of the best strategies to empower people. It is therefore concluded that emphasis should be on the investment in people to build human capital through education.

2.6.2   Social capital

Individuals, families and organizations need each other to pursue shared objectives. This requires formulation of working relationships. Larance (2001: 8) defines social capital, as a public good comprised of trust among a diverse group of citizens within the same community that facilitates cooperative networks among those citizens.

Gittell and Vidal (1998: 15) outline that social capital consists of networks and norms that enables participants to act together. The key elements of social capital are trust, co-operation and long-term relationships, which Lombard and Jansen Van Rensburg (2001: 332) refer to as building coalitions. Larance (2001: 9) adds to these elements by emphasizing the importance of individual recognition and interaction being at the center of building networks. Temkin and Rohe (in Gittell and Vidal, 1998:16) identified two key components of social capital, the first one being the overall sense of attachment and loyalty and lastly people's ability to leverage a strong socio-cultural milieu into effective collective action. Relationships are vital for effective collective action and it requires

trust, co-operation, commitment and loyalty among participants. People get empowered by interacting with one another because during interaction there is exchange of knowledge and skills.

2.6.3   Economic capital

Economic capital involves economic development, which perceives employment as a crucial factor that contributes to people's economy. In addition, the United Nations (1998: 12) stated that economic capital corresponds broadly to the factors of production that generate primary income and economic assets.

Kretzmann and McKnight (1993: 275) identified three challenges to building a community's economy. Firstly, to recognize and capture the full economic potential of all local institutions and organizations, Secondly, to capture local savings and expand availability of vital capital and lastly, to maximize the creative uses of all the physical assets of the community.

The researcher is of the opinion that economic development involves the formation of human capital in order to promote productive employment and self-employment. Raheim (1999:79) emphasized from the micro-enterprise perspective that programmes must be accessible to provide individuals with the knowledge, skills and capital necessary to start small business.

2.6.4   Environmental capital

McMahon (1999: 125) believes that destruction of the environment reduces human welfare. He stated that taking good care of the land and animals promotes nature capital. He further stated that education has indirect effects on the environment through lower fertility and population growth that can reduce certain strains.

Rogge (2000: 52) recommended that a collective action would be a significant response to the economic and environmental problems that threaten current and future generations. He suggested that this collective action would require local, participatory "bottom up" and "top-down" strategies to be matched at national and international levels. On the other hand, Hoff (1998:11) suggested that communities working on sustainability initiatives must address how economic enterprises contribute to meeting the basic needs and how they are balanced with policies. She has pointed out that knowledge about environmental threats of all kinds have gradually led to incorporating environmental sustainability into social and economic efforts. It can therefore be concluded that the environment could only be protected if people are empowered with skills and knowledge necessary to do so which, in turn, will ensure sustainability.

The development of the various forms of capitals as discussed above can be achieved through strategies for social development, which in turn is imperative in achieving the mission of the White Paper for Social Welfare (1997).

2.7   STRATEGIES FOR SOCIAL DEVELOPMENT

Lombard (1996:163) argued that the focus of developmental social welfare should be on social development where implementation strategies link the residual-institutional models of social welfare to a developmental model. The researcher is of the opinion that developmental social welfare services should be integrated services, where the main focus is on empowerment and sustainable development. Although Midgley (1995:1) pointed out that social development transcends the residual and institutional approaches, which dominated social welfare in the past, he further criticizes the residual model in that it limits the public resources to the most needy sections of the population while the institutional model urges for an expensive involvement of the state in all aspects of social welfare. In this regard, he identified strategies of social development on how people could be developed as an individual, a group or as a community.

Midgley (1995:102) refers to *a strategy* as projects and programmes that share similar interventions. According to Midgley (1996:187) the enterprise, communitarian and statist strategies discussed below offer useful proposals for enhancing standards of living through an integrated development process.

2.7.1   Enterprise strategy

The proponents of this strategy believe in the importance of individual effort, the market and entrepreneurship in promoting people's welfare. These are best methods of fostering

rapid economic growth. The policies of an enterprise strategy focus on strengthening individual capabilities to function in a competitive market situation. However, Lombard (1996:167) stated that the strategy is individualistic but she supports it as it leads to growth of the economy and provide excellent opportunities for the poor to engage in productive economic activities.

2.7.2   Communitarian strategy

The communitarian strategy put emphasis on communities as role players in social development. In contrast with the enterprise strategy, advocates of this strategy believe that the communities can organize themselves and ensure enhanced well-being through social and economic efforts (Midgley, 1995:114). The strategy acknowledges the communities' capacity to exert control over local resources and affairs. The point is that local people are best able to judge what their needs are and also to engage on collaborative efforts to address those needs.

Midgley (1996:167) added that people working harmoniously with their local communities could best promote social development. He summarized three strategies for promoting social development. Firstly*, community development* offers effective means for promoting social development within the context of economic development. Secondly, *community action participation and development* calls for empowerment of local people to take full control over community development activities and rely on the community's own initiative. Lastly, *women, gender and* social *development* seek to

enhance the status of women and to foster productive self-employment among low-income women.

Kretzman and McKnight (1993:10) emphasized the simple development process, which they refer to as an alternative community development path. They explained it as the community-building path, which is asset-based, internally focused, and relationship driven. They stated that the community needs to firstly, identify and invest in local resources even though outside resources might be vital. This will help the community to know what their resources and capacities are in order to affirm and build on what is already available. They emphasized that the strong internal focus is intended to stress the primacy of local definition investment, creativity, hope and control.

The challenge in this development path is to constantly build and rebuild the relationships between and among local residents, local associations and local institutions. According to Gittell and Vidal (1998:15) this challenge in development is Putnam's theory of social capital, which consists of networks and norms that enable participants to act together and effectively to pursue shared objectives. This theory presumes that the more people connect with each other, the more they will trust each other, and the better off they are individually and collectively.

Since social development links to economic development, the community needs to uplift the potential for economic development of non-economic institutions. Kretzmann and McKnight (1993:280) pointed out that keeping the economic resources close to home

could have a major impact on the development of local economies. The student concludes that a communitarian approach to social development is capacity-focused and encourages relationships within the community. Networking internally and externally is also emphasized for better economic development.

2.7.3   The statist strategy

This strategy is based on the belief that government, its specialized agencies, policy makers, planners and administrators can best promote social development (Midgley, 1995:125). Governments also have authority to ensure that social development policies are implemented.

This strategy can be achieved through redistribution of resources, meeting basic needs and sustainable development, which allows for government to promote policies that protect the environment and safeguard the interests of the future generations. The researcher agrees that government will best promote social development by providing individuals, families and communities with services and opportunities for meeting their basic needs to ensure sustainable lives. This could also lead to communities making efforts, with government assistance, to take control of their own lives.

In conclusion, the three strategies promote social development on different levels. Firstly, the individual and family level, which Billups (1987:44) refers to as micro level of social development. Elliott (1993:26) stated that this level represents socialization of the

individual and human growth. The enterprise approach focuses on strengthening the individual and family's capacities in taking part in the economy.

The mezzo level of social development, according to Billups (1987: 44), is referred to as planned social change in communities and nations, which affects residents' quality of life. Elliott (1993: 26) added that the focus is on economic and social change in developing countries. The communitarian approach emphasizes the strengths of the community and the building of relationships.

Lastly, social development takes place on a macro intervention level. Billups (1987:44) defines macro-social development as the effort to initiate, design, create, influence, manage and evaluate programmes and policies, which affect people at local level. The emphasis is on the government being the major role player in ensuring implementation of social development policies, such as the Financing Policy for Developmental Social Welfare Services (1999).

Irrespective of the levels of intervention, social development strategies should facilitate sustainable development, which is discussed below.

2.8   SUSTAINABLE DEVELOPMENT

One of the aims of the Financing Policy for Developmental Social Welfare Services (1999:16) is to promote the capacity and sustainability of organizations. Sustainability

could only be promoted if people get involved in their own development and they have the skills and the necessary support to sustain their livelihoods.

According to the Bruntland report (in Barraclough, 2001: 2) sustainable development is defined as "development that meets the needs of the present without comprising the ability of future generations to meet their own needs". The World Bank (in Midgley, 1995:137) defined sustainability as development that lasts and ensures that the next generations are secured. The World Commission on Environment and Development (in Gamble and Varma, 1999: 48) says that "sustainable development is a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development, [and] the institutional change are all in harmony and enhance both current and future potential to meet human needs and aspirations". In addition, Midgley (1995:137) pointed out that sustainable development requires that the government needs to formulate policies and programmes that promote the economic and social welfare of the population in ways that do not harm the environment.

Oakley (1986:89) acknowledged that evaluation of social development is of great importance to sustainability. Clarke (1996:212) added that evaluation reflects values, which seeks to measure the quantity of planned change. He added further that the importance of a monitoring mechanism is on continuous observation and measurement of progress. The researcher believes that it is only through monitoring and evaluation that one would be able to detect the strengths and weaknesses, and successes and failures of a

programme. Monitoring and evaluation would assist in the improvement of the programme as well as contributing to sustainability.

Monitoring and evaluation of programmes are not only critical for social development programmes, but also link social development with policy analysis and the policy-making process. Since this study's focus is on determining the impact of the Financing Policy for Developmental Social Welfare Services (1999), the following section will focus on a discussion of social policy.

2.9   SOCIAL POLICY MAKING AND ANALYSIS

Policies are statements that prescribe courses of action in organizations. They govern the internal functioning of organizations, their external relations and the way they attain their goals. Midgley (2000:3) and Booysen and Erasmus (2001:234) define policy as "a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern". The Financing Policy for Developmental Social Welfare Services (1999) is a transformation policy instrument for social welfare service delivery and its financing thereof.

Hill (1997:11) emphasized that policy provides the need for various staff of various social services to understand the system in which they operate. In addition, Meenaghan and Kitty   (1994: 68) identified five purposes of a policy, that is, reward, a necessary response, a stabilizer, an investment and development. In this regard, the purpose of the Financing Policy for Developmental Social Welfare Services (1999) serves as a

necessary response to the need for transformed social service delivery. According to Burch (1999:7) policy analysis develops an overall framework for policy action, which works to get policy adopted and implemented.

Dunn (1994:19) acknowledges that evaluation of policy yields policy-relevant knowledge about discrepancies between expected and actual policy performance. In addition Blakemore (1998:5) mentioned that the aim of social policy is to evaluate critically the impact of social policies on people's lives.

A policy is established or formulated to address social problems. Anderson (in Booysen and Erasmus 2001:233) describes policy formulation as involving the development of "pertinent and acceptable proposed courses of action for dealing with public problems". He stressed that policy becomes meaningful only if it is implemented. Booysens and Erasmus (2001:239) added that direct involvement of citizens in the search for information about decisions related to public issues is important.

Policymaking involves a process, which Dunn (1994:15) describes as a series of intellectual activities carried out within a process comprised of activities that are essentially political. Dunn (1994:1) pointed out that policy analysis is an activity of creating knowledge of and in the policy-making process. Therefore, policy analysts investigate causes, consequences, and performance of public policies and programs to create knowledge of policy-making processes. In addition, he suggested that it is only when there is knowledge of the policy-making process that members of executive,

legislative, and judicial bodies, along with citizens who have a stake in public decisions, could use the results of policy analysis to improve the policy-making process and its performance.

According to Dunn (1994:15) the application of policy-analytic procedures may yield policy-relevant information that directly affects assumptions, judgments and actions. These procedures are also appropriate for particular phases of the policy-making process.

2.9.1 Policy analysis and policy making process

According to Dunn (1994:17) there are five policy-analytic procedures, namely problem structuring, forecasting, recommendation, monitoring and evaluation. The phases of the policy-making process include agenda setting, policy formulation, policy adoption, policy implementation and policy assessment.

The following discussion shows how appropriate policy analysis is in the policy-making process as outlined by Dunn (1994: 17).

2.9.1.1 Problem structuring

Problem structuring can supply policy-relevant knowledge that challenges the assumptions underlying the definition of problems reaching the policy-making process through *agenda setting.* Coote (1998:129) believes that agenda setting is the beginning

phase of the policy-making process, which should involve consultation with relevant people in defining a problem. Patton and Sawicki (1986:103) put emphasis on the attempts to frame the problem in concrete terms and to develop a statement that gives an understanding of the problem's technical and political dimensions. Rocherfort and Cobb (1993:56) added that a problem definition is fundamental to policy-making. Problem structuring can assist in discovering hidden assumptions, diagnosing causes, mapping possible objectives, synthesizing conflicting views, and designing new policy options. Furthermore, Dunn (1994: 148) pointed out that problem structuring should involve four interdependent phases, namely problem search, problem definition, problem specification and problem sensing. Therefore, he recommended that the recognition of 'felt existence' of the problem should be a pre-requisite of problem structuring. In this regard, the problems, gaps and challenges as identified in the social service delivery system as having a negative effect on the fundamental social, economic and political change provide the basis for problem structuring. The problems and challenges for welfare partnerships as stated in the Financing Policy for Developmental Social Welfare Services (1999: 5) are as follows:

- Fragmentation of services

- Duplication of services

- Lack of human resource capacity and physical infrastructure

- Weak inter-sectoral and collaborative policy development planning and financing are lacking.

2.9.1.2 Forecasting

Forecasting is defined as " a procedure for producing factual information about future states of society on the basis of prior information about a policy problem" (Dunn, 1994:190). He identified three principal forms which forecast can take, namely, (1) projection, based on the extrapolation of current and historical trends into the future; (2) prediction, based on explicit theoretical assumptions and (3) conjecture, based on informed or expert judgments about future states of society. In addition, Hart (1995: 29) utilize more of an historical model for predicting policy outcomes on the basis of what individuals and organizations have done in the past. Dunn (1994: 191) believes that the most important aim of forecasting is to provide information about future changes in policies and their consequences.

According to Dunn (1994:18) forecasting provides policy-relevant knowledge about future states of affairs, which are likely to occur as a consequence of alternatives that are under consideration at the phase of *policy formulation.* He stated that forecasting examines plausibility, potential and normatively valued futures, and estimates the consequences of existing and proposed policies and constraints on the achievement of objectives. Twiss (1982:15) emphasized the importance of identifying significant issues/questions in forecasting, including the following:

- What should be forecast?
- What assumptions to be made?
- What data is required?

- Where to find the data?

- How to use the data?

- What other factors may influence the forecast?

- How will the forecast affect the organization?

- What alternative strategies and policies might be adopted?

2.9.1.3 Recommendation

According to Dunn (1994:266) recommendation enables the policy analyst to produce information about the likelihood that future courses of action will result in consequences that are valuable to some individual, group or society as a whole. The procedure of recommendation involves the transformation of information about policy futures into information about policy actions that will result in valued outcomes. He stated that making policy recommendations require analysts to determine which alternative is valuable and why, that is, emphasizing ethical and moral questions.

Recommendation yields policy-relevant knowledge about the benefits and costs of alternatives, which have been estimated through forecasting, thus aiding policy makers in the *policy adoption phase.* He pointed out that recommendation helps estimate levels of risk and uncertainty, identify externalities and spillovers, specify criteria for making choices, and assign administrative responsibilities for implementing policies.

Dunn (1994: 274) made a link between decision criteria and rationalities as a basis for recommendation. He defined rationality as a self-conscious process of using reasoned arguments to make and defend advocative claims. He mentioned that there are multiple rational bases underlying most policy choices. He discussed five different rationalities, which are:

- Technical rationality – it involves the comparison of alternatives according to their capacity to promote effective solutions for public problems.

- Economic rationality – involves comparison of alternatives according to their capacity to promote efficient solutions for public problems.

- Legal rationality - involves comparison of alternatives according to their legal conformity to established rules and precedents.

- Social rationality - involves comparison of alternatives according to their capacity to maintain and improve valued social institutions.

- Substansive rationality – is a characteristic of reasoned choices that involve the comparison of multiple forms of rationality in order to make the most appropriate choice under given circumstances.

He also identified six main types of decision criteria, which are discussed below. These criterion are also linked to the principles stated in the Financing Policy for Developmental Social Welfare Services (1999).

- Effectiveness – refers to whether a given alternative results in the achievement of a valued outcome (effect) of action, that is, an objective. It is closely related

to technical rationality, as it is often measured in terms of their monetary value.

- Efficiency – refers to the amount of effort required to produce a given level of effectiveness. Efficiency, which is synonymous with economic rationality, implies the relationship between effectiveness and effort. It is often measured in terms of monetary costs.

- Adequacy – refers to the extent to which any given level of effectiveness satisfies the needs, values, or opportunities that gave rise to a problem. Adequacy specifies expectations about the strengths of a relationship between policy alternatives and valued outcomes.

- Equity – it is related to legal and social rationality and refers to the distribution of effects and effort among different groups in a society. An equitable policy is where effects or effort are fairly or justly distributed.

- Responsiveness – refers to the extent that policy satisfies the needs, preferences, or values of particular groups. The criteria of responsiveness is important because an analyst can satisfy all other criteria – effectiveness, efficiency, adequacy, and equity – yet still fail to respond to the actual needs of a group that is supposed to benefit from a policy.

- Appropriateness – is intimately related to substansive rationality since questions about appropriateness of a policy are not concerned with individual sets of criteria but about two or more criteria simultaneously. It refers to the value or worth of a program's objectives and to the tenability of assumptions underlying these objectives.

2.9. 1.4 Monitoring

Dunn (1994: 335) defines monitoring as the policy analytic procedure used to promote information about causes and consequences of public policies. He added that monitoring becomes the primary source of knowledge about *policy implementation* since it permits analysts to describe relationships between policy-program operations and their outcomes. It helps to assess the degree of compliance, discover unintended consequences of policies and programs, identify implementation obstacles and constraints, and locate sources of responsibility for departures from policies. In this regard he identified four major functions of monitoring in policy analysis, namely:

- Compliance – it is when monitoring helps to determine whether the actions of a program, administrators, staff, and stakeholders are in compliance with standards and procedures imposed by legislatures, regulatory agencies and professional bodies.

- Auditing – determines whether resources and services intended for certain target groups and beneficiaries have actually reached them.

- Accounting – produces information that is helpful in accounting for social and economic changes that follow the implementation of broad sets of public policies and programs over time.

- Explanation – yields information that helps to explain why the outcome of public policies and programs differ.

The Financing Policy for Developmental Social Welfare Services (1999:31) identified the Developmental Quality Assurance (DQA), which is defined as the core developmental monitoring tool for ensuring both effective service delivery and delivery in line with transformation vision and goals. The (DQA) was established to replace any form of monitoring and inspections that were used by the national and provincial department with regard to social welfare service delivery. It involves reporting of rights violations, capacity building and a mentoring programme. The development quality assessment process had the following objectives:

- To ensure that welfare financing is effectively used to bring about transformation of welfare services.

- To develop the capacity of the national and provincial departments of welfare and non-governmental organizations.

- To ensure that appropriate legislation and regulations are upheld within the developmental social welfare service system.

- To record, monitor and report as required by the relevant legislation.

2.9.1.5 Evaluation

According to Dunn (1994: 404) evaluation refers to the application of some scale of value to the outcomes of policies and programs. It is synonymous with appraisal, rating and assessment, which imply the efforts to analyze policy outcomes in terms of some set of values. Evaluation yields policy relevant knowledge about discrepancies between

expected and the actual policy performance. It also assists policymakers in the *policy assessment phase.* He outlined the characteristics of evaluation as follows:

- Value focus – evaluation focuses on judgments regarding the desirability or value of policies and programs. It is primarily an effort to determine the worth or social utility of a policy or program and is not simply an effort to collect information about anticipated and unanticipated outcomes of policy actions.

- Fact-value interdependence – evaluation depends on both facts and values. To claim that a particular policy or program has attained a high (or low) level of performance requires not only that policy outcomes are valuable to some individual, group or society as a whole, but it also requires that policy outcomes are actually a consequence of actions undertaken to resolve a particular problem.

- Present and past orientation – evaluative claims are oriented towards present and past outcomes, rather than future ones. It is retrospective and occurs after actions have been taken (ex post facto).

- Value duality – values underlying evaluative claims have a dual quality, since they may be regarded as ends and means.

Evaluation provides reliable and valid information about policy performance, that is, the extent to which needs, values and opportunities have been realized through public action. Secondly, evaluation contributes to the clarification and critique of values that underlie the selection of goals and objectives. Lastly, it may contribute to the application of other policy-analytic methods, including problem structuring and recommendation.

Booysen and Erasmus (2001: 245) believe that the South African approach to policy-making is the "stream approach" as there are streams of decisions and interaction that cumulate into processes of choice. This approach view policy-making as an ongoing, interactive process that can be assessed in terms of a contextualised, cumulative "stream" of actions, that if combined, delivers policies and directives for their implementation. It focuses mainly on the consecutive documentary stages of emerging public policy. The approach also deals with unfolding policy processes in terms of the interactive complexes of policy actors.

Policy gaps of the Financing Policy for Developmental Social Welfare Services (1999) resulted in the establishment of the new policy document on the Financial Awards to Service Providers to facilitate the transformation process as well as the achievement of priorities of the department through integrated and developmental services (Department of Social Development, 2004).

2.10   CONCLUSION

The theoretical framework for social service delivery was conceptualized within the context of developmental social welfare, the principles of social welfare service delivery, the development of capital and through the strategies of social development. The theoretical framework for policy analysis and policymaking provided the basis for analyzing the Financing Policy for Developmental Social Welfare Services (1999).

Policies provide a guideline on how individuals, groups of individuals and/or a society should address their problems. They are formulated based on the problems experienced by the society. The procedure involves structuring the problem, forecasting, making recommendations and evaluating the policy when it is being implemented to make changes or improvements it if deemed necessary. It becomes evident that the Financing Policy for Developmental Social Welfare Services (1999) had gaps, which enabled policymakers to draft the policy on Financial Awards to Service Providers (Department of Social Development, 2004).

There are links with regard to the principles of developmental social services as indicated in the White Paper for Social Welfare (1997), Financing Policy for Developmental Social Welfare Services (1999) and the third draft policy on Financial Awards to Service Providers (Department of Social Development, 2004). The shifts (see 2.4) also indicated that financing would be based on services that focus on a developmental approach to social service delivery.

A social development approach to social welfare services is relevant because it links social development and economic development. The approach put emphasis on capacity building and empowerment of people, which is important for sustainable development. It is evident also that sustainable development does not occur in a vacuum but implies a holistic approach to development, which considers the present and the future needs of the people. The development of human capital (knowledge and skills) is important for the provision of basic needs through employment, which contributes to economic capital.

There is also a need for collective action, which will require interaction (social capital) in protecting the environment for future generations.

Social development and policy-making are important underlying aspects of the Financing policy for Developmental Social Welfare Services (1999). The challenge for the implementation of this policy is to facilitate sustainable development of people, which involves their active participation in making decisions for their own development. This entails that people have to take part in policy-making and its implementation thereof. As a result, people's needs would be met, their social problems will be managed and they will have opportunities in exercising their potential to become a self-sufficient and self-reliant nation as stated in the White Paper for Social Welfare (1997).

CHAPTER 3

EMPIRICAL STUDY AND FINDINGS S

3.1   INTRODUCTION

In the previous chapter, the researcher referred to how the Reconstruction Development Programme facilitated the transformation process for developmental social services, which led to the White Paper for Social Welfare (1997). In turn this policy gave birth to the Financial Policy for Developmental Social Welfare Services (1999) and due to gaps within this policy, the new (third) Policy on the Financial Awards to Service Providers (Department of Social Development, 2004), was formulated. The main focus of this study was to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service delivery in Tembisa from the perspective of service providers.

The researcher has conducted an empirical investigation and this chapter presents the findings of this study. In this chapter the researcher firstly provides a broad overview on the research methodology and then present and interpret the findings of the study. Where applicable literature will be integrated with the findings.

3.2   RESEARCH METHODOLOGY

Chapter 1 presented a detailed discussion on the research methodology for this study from a theoretical perspective. In this chapter, the researcher provides a broad overview of the research methodology as applied to this study.

3.2.1   Research approach

The approach for this study was quantitative as the emphasis was on the production of precise and generalizable statistical findings. Mouton and Marais (in De Vos, 2002:363) pointed out that quantitative research is more highly formalized and more explicitly controlled. The research findings were interpreted on the perspective of service providers in Tembisa with regard to how the Financial Policy for Developmental Social Services (1999) impacted on them with regard to their service delivery.

3.2.2   Type of research

The study was based on applied research, as the outcome of the study had a practice implication for social service delivery. Fouché (2002: 108) indicated that applied research findings have implications for knowledge development. The research study was aimed at identifying problems and challenges experienced by the service providers in implementing the Financing Policy for Developmental Social Welfare Services (1999) with a view to make recommendations to improve the policy and ultimately social service delivery.

3.2.3   Research design

The research design refers to the instructions carried out to reach the goal. A pre-experimental design, one-shot case study was used as component of the exploratory

research design. The design is often used to determine whether an intervention has had any effect upon subjects. Fouché and De Vos (2002: 140) pointed out that a one-shot case study is a design in which a single person, group or event is studied only once. In this regard, the Financing Policy for Developmental Social Welfare Services (1999) was presumed to have made changes in the service delivery since its implementation in 1999 from the perspective of service providers.

3.2.4   Research procedure

The researcher collected data quantitatively through a questionnaire delivered by hand. Thirty (30) respondents were selected through a purposive or judgmental non- probability type of sampling. Criteria for the sample included the following: service providers who have rendered services in Tembisa between 1999 and 2004 with at least two years experience and who operated either on management or grassroots level. The respondents were service providers from ten organizations in Tembisa (see Chapter 1 point 1.11) who render social services in Tembisa.

The researcher contacted the directors of the organizations and the supervisors of the respondents and explained the study and criteria. They have identified social workers in their organizations as research participants. The respondents were informed of the purpose of the study and were given the consent form (see Addendum A) to sign as a form of agreement to participate. The questionnaires were given to respondents to fill out during their spare time. The researcher contacted the respondents to check if the

questionnaires were completed and collected them after they were completed. The data was analyzed and presented quantitatively through graphic presentations as recommended by De Vos, Fouché and Venter (2002:230).

The following section presents the findings of the empirical study on the impact of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery from the perspective of service providers.

3.3   RESEARCH FINDINGS

The research findings are based on data gathered from the questionnaire (see Addendum B) and include findings on biographical data, knowledge of the Financing Policy for Developmental Social Welfare Services (1999), implementation of the policy and monitoring systems.

3.3.1 Biographic information

The section focused on biographical particulars of respondents. All the respondents were service Providers in Tembisa area, a township of black community with different ethnic groups in the Ekurhuleni Metropolitan Local Council. It involved characteristics such as the organization they work for, their position in the organization, gender and their years of experience.

3.3.1.1 Type of organization

The respondents were asked to indicate the type of organization they work for. The responses are presented in Table 3.1.

Table 3.1: Type of organization

Type of organization	Number of respondents	Percentage
Government	16	53%
Non-government	12	40%
Community-Based	2	7%
Faith-Based	0	0%
Other	0	0%
Total	30	100%

Table 3.1 indicates that sixteen respondents (53%) work for the government, twelve respondents (40%) work for non-governmental organizations, and 2 respondents (7%) work for a community-based organization. The findings indicated that respondents were mostly employed by government.

3.3.1.2 Current position

The following table indicates the occupation of service providers working in Tembisa.

Table 3.2: Current position of service providers

Current position	Number of respondents	Percentage
Manager	9	30
Senior Social Worker	7	23%
Social Worker	9	30%
Auxiliary Social Worker	2	7%
Community Developer	1	3%
Other: Chief social worker	2	7%
Total	30	100%

Table 3.2 indicates that nine respondents (30%) were working as managers and the other nine respondents (30%) as social workers. Seven respondents (23%) were working as senior social workers and two respondents (7%) were auxiliary social workers and the other two respondents (7%) were chief social workers. There was only one respondent (3%) who was a community developer. From the findings, it is clear that various levels of service providers are involved in service delivery in Tembisa.

3.3.1.3 Gender

The respondents were asked to indicate their gender, which is presented in Figure 3.1.
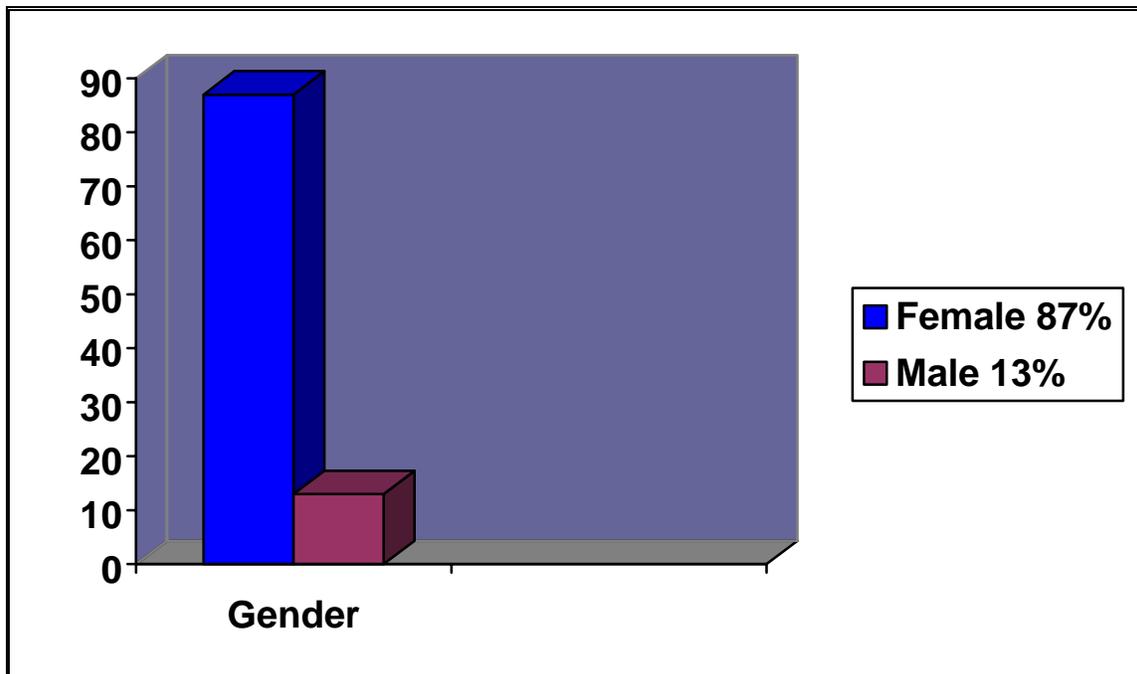
Figure 3.1 Gender

Figure 3.1 indicates that twenty-six respondents (87%) were females and four respondents (13%) were males. In social welfare service delivery one usually finds more females than males.

3.3.1.4 Period of service

The respondents were asked about the period in which they have been service providers at their respective organizations which is reflected in Figure 3.2.
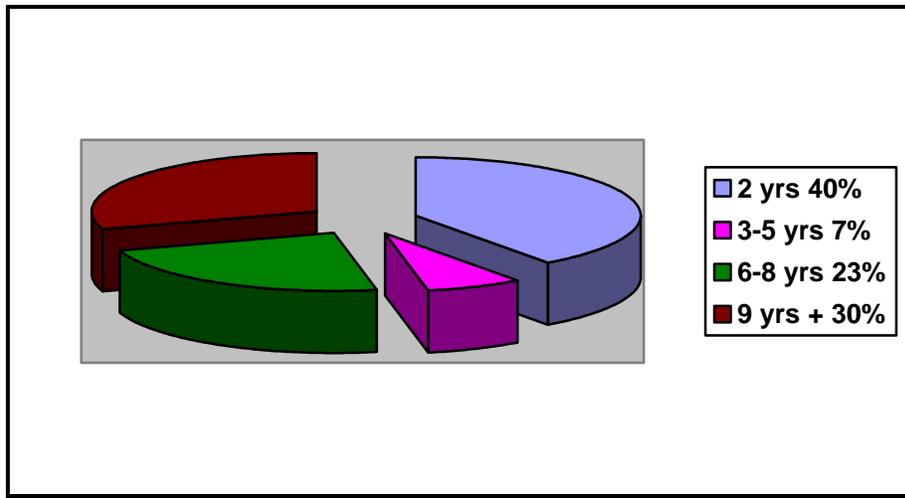
Figure 3.2 Period of service

Figure 3.2 indicates that twelve respondents (40%) have been rendering services for 2 years; two respondents (7%) have been rendering services for 3-5 years, seven respondents (23%) have been rendering services between six to eight years and nine respondents (30%) have been rendering services for nine years and more.

This study had well experienced service providers who participated. They have a wide experienced background and most of them were employed when the Financing Policy for Developmental Social Welfare Services (1999) was introduced.

3.3.2   Knowledge of service providers on the Financing Policy for Developmental Social Welfare Services (1999)

In this section, the researcher reports on awareness of the policy from the perspective of service providers in Tembisa.

3.3.2.1 Awareness of the policy

The respondents were asked whether they were aware of the Financing Policy for Developmental Social Welfare Services (1999) and Figure 3.3 presents their responses.
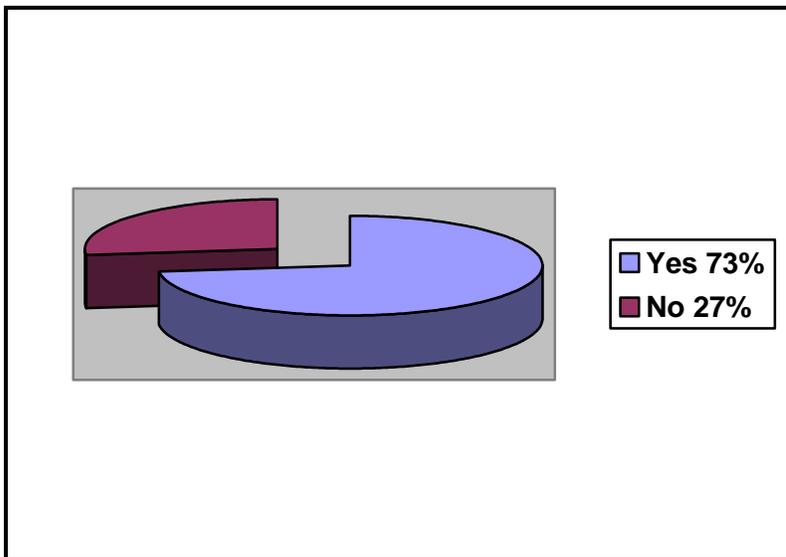
Figure 3.3 Awareness of the policy

Figure 3.3 indicates that twenty-two respondents (73%) were aware of the Financing Policy for Developmental Social Welfare Services and eight respondents (27%) indicated that they were not aware of the policy.

The respondents were asked to indicate how they became aware of the policy. Seventeen respondents (57%) became aware of the policy through the Department of Social Services, three respondents (10%) through their employers, three respondents (10%) through the university and one respondent (3%) through the media. It is evident from the findings that the policy was not communicated to all service providers either when it was introduced or when service providers joined their respective organizations.

3.3.2.2 Training provided with regard to the policy

The respondents were asked if there was training provided with regard to the implementation of the policy. Figure 3. 4 shows the responses.
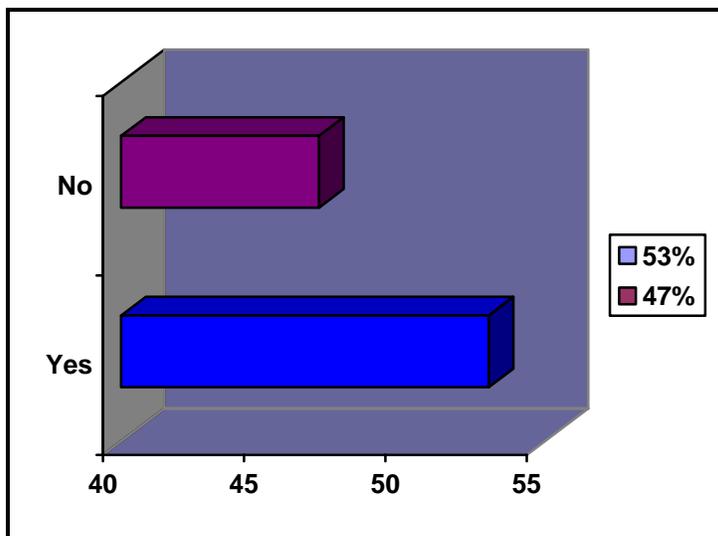
Figure 3.4 Training of the policy

Figure 4 indicates that sixteen respondents (53%) received training on the Financing Policy for Developmental Social Welfare Services as opposed to fourteen respondents (47%) who have not received any training. This finding is in line with Figure 3.3 since some respondents were not introduced to the policy.

3.3.2.3 The medium used for training

As a follow up question on the training they received, sixteen respondents (53%) were asked to indicate the medium that was used for the training. Eight respondents (50%) attended a workshop, four respondents (25%) were trained during an in-service training, three respondents (19%) indicated the column (other) and they specified that training was done at the university and during a meeting and one respondent (6%) attended a conference. Clearly, the respondents who received training, were equipped for implementation of the policy on various levels of intensity.

3.3.2.4 The length of the training

The respondents who received training were asked to indicate the length of the training on the Financing Policy for Developmental Social Welfare Services (1999). Findings are presented in Figure 3.5.
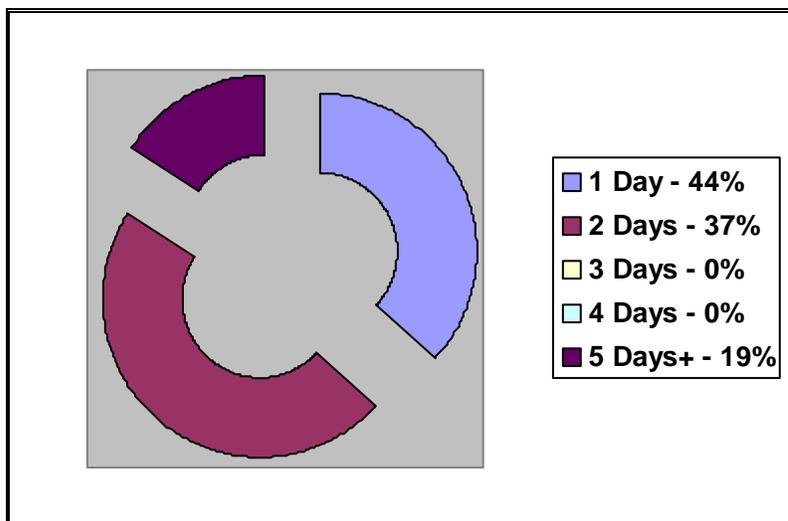
Figure 3.5 Length of training

Figure 3.5 indicates that seven respondents (44%) attended a training session for one day; six respondents (37%) attended a two-day training session, whilst three respondents (19%) attended a minimum of five-day training session. From the findings, it is evident that the depth of training of the respondents varied.

3.3.2.5 The organization which provided training

The respondents were asked to indicate the organization or institution that provided the training and the responses are presented in Figure 3. 6.
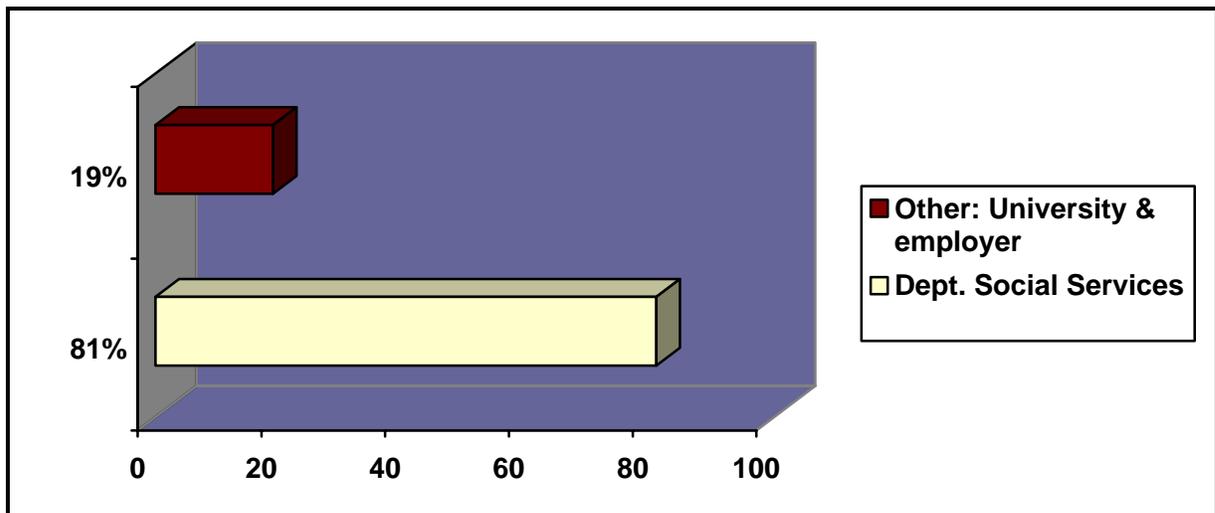
Figure 3.6 Organization responsible for training

Figure 3.6 indicates that thirteen respondents (81%) were trained by the Department of Social Services while three respondents (19%) indicated that other institutions, namely their employers and the university, trained them. It seems as if the Department of Social Services took a major responsibility for the training of service providers.

3.3.3   Implementation of the policy

3.3.3.1 Expectations in implementing the policy

The respondents were asked to indicate whether they were expected to implement the policy and their responses are presented in Figure 3. 7.
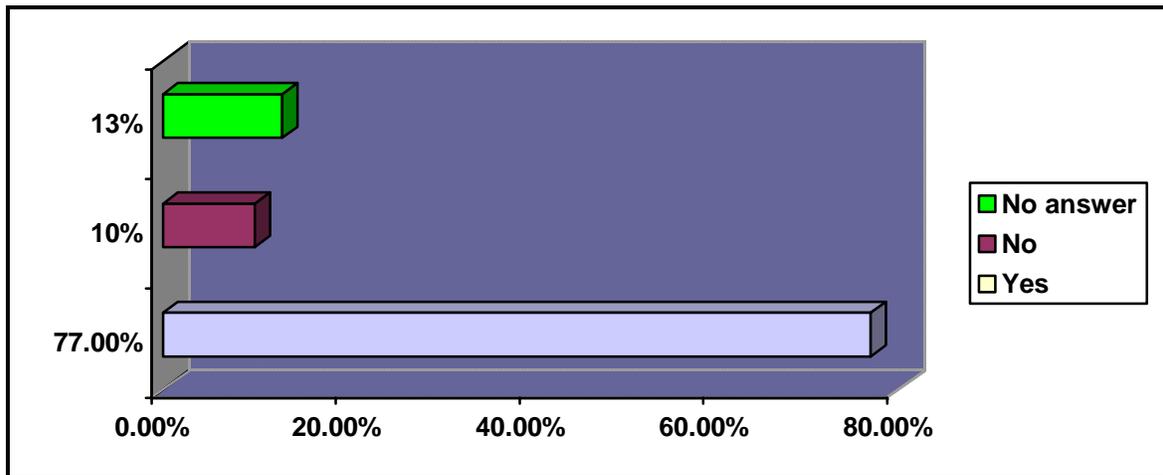
Figure 3.7 Expectations in implementing the policy

Figure 3.7 indicates that twenty-three respondents (77%) indicated that they were expected to implement the policy; three respondents (10%) indicated that they were not expected to implement the policy and four respondents (13%) did not answer the question. From the findings, it is clear that not all the service providers knew that the Gauteng Department of Social Services and Population Development was implementing the Financing Policy for Developmental Social Welfare Services (1999) and thus that they had to focus on the transformation of social service delivery.

3.3.3.2 Implementation of the policy

The respondents were asked if they were implementing the policy in their current social service delivery. These responses are reflected in Figure 3.8.
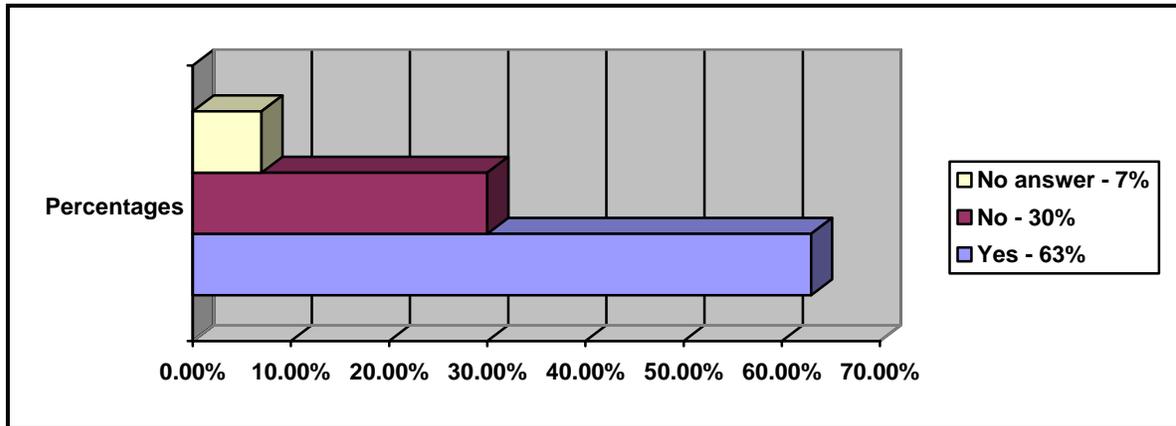
Figure 3.8 Implementation of the policy

Figure 3.8 indicates that nineteen respondents (63%) were implementing the policy; nine respondents (30%) were not implementing the policy and two respondents (7%) did not answer the question. From this figure, it is evident that some service providers are involved in the transformation of social service delivery whilst some service providers are not part of the transformation process.

 3.3.3.3 Resources to implement the policy

The respondents were asked whether they had the necessary resources to implement the policy. The indication was that twenty-one (70%) responded that there were no resources; eight respondents (27%) indicated that they have resources and one respondent (3%) did not answer the question. This finding was in line with the Financing Policy for

Developmental Social Welfare Services (1999: 6) indicating that service providers do not have resources for the implementation of the policy.

3.3.3.4 The resources required to implement the policy

Respondents were asked to indicate the resources they required to implement the policy. Figure 3.9 presents the resources required for this purpose.
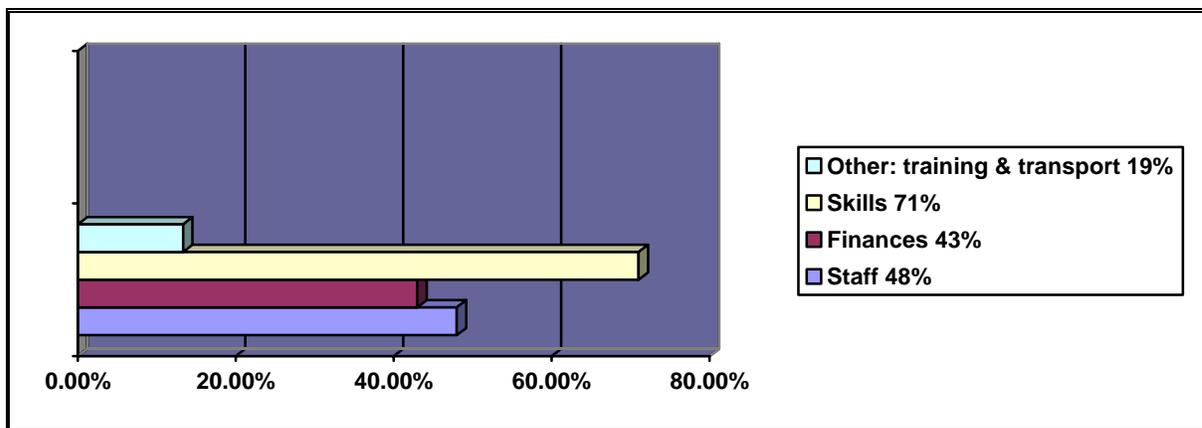
Figure 3.9 Resources required for implementation

Figure 3.9 indicates that fifteen respondents (71%) require skills to implement the policy; ten respondents (48%) required staff; nine respondents (43%) required finances and four respondents (19%) required other resources, namely training and transport to enable them to implement the policy. It is clear that respondents mostly need skills development, human resources and finances for the implementation of the policy. McMahon (1999: 19) indicated that human resource development is central to the growth process and contributes to sustainable development. This is also in line with the mission of the White Paper for Social Welfare (1997:15) of building a self-reliant nation through an integrated

welfare system which maximizes its existing potential and which is equitable, sustainable, accessible, people-centered and developmental.

3.3.3.5 Target groups

The respondents were asked to indicate their target groups within their organization for social service delivery. Figure 3.10 presents the responses.
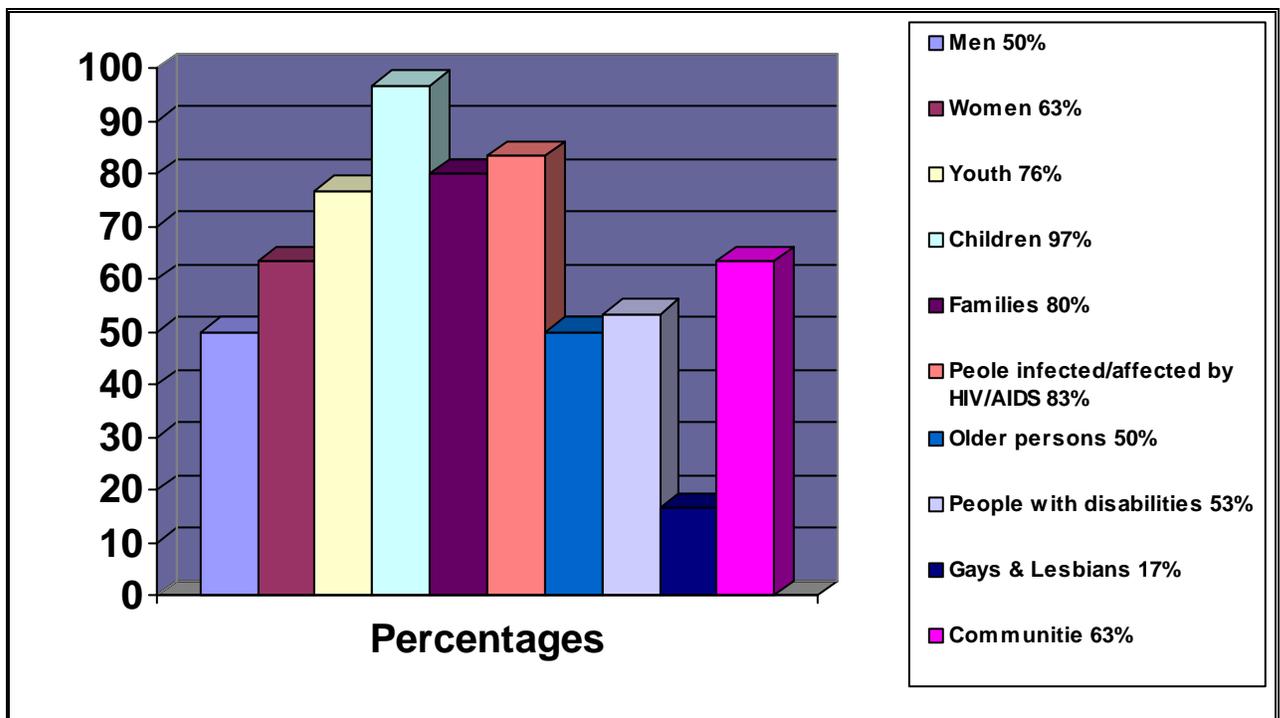
Figure 3.10 Target groups

Figure 3.10 indicates that the majority (97 %) of target groups were children, followed by families (80%) and youth (77%). Nineteen respondents (63%) rendered services to both women and communities. Sixteen respondents (53%) indicated that their target group included people with disabilities and fifteen respondents (50%) targeted both older

persons and men. The minority of respondents, i.e. five (17%) had gays and lesbians as a target group. Services target the groups that are outlined in the Financing Policy for Developmental Social Welfare Services (1999), namely children, youth, families, women and older persons.

3.3.3.6 Percentages of target groups according to their race

The respondents were asked to indicate the race of their target groups for social service delivery. This question was relevant to determine the extend to which organizations have transformed their services to make it accessible to all South Africans. Table 3.3 outlines the responses.

Table 3.3 Percentages of target groups according to race

RACE	PERCENTAGES					TOTAL	
	0-20	*21-40*	*41-60*	*61-80*	*81-100*	*Number*	*Percentages*
Black	10				20	30	100%
White	10	4	3		3	20	67%
Coloured	10	3	4		2	19	63%
Indian	11		1		2	14	47%

These findings indicate that 100% of the respondents render services to black people, 67% to white people, 63% to coloured people and 47% to Indian people. Tembisa is a township, which explains why all the respondents render services to Black people. This is

also an indication that all the organizations represented by the respective service providers, made their services accessible to the more disadvantaged population groups.

3.3.3.7 Services rendered to target groups

The respondents were asked to indicate the services that they render to their target groups and Figure 3.11 presents the responses.
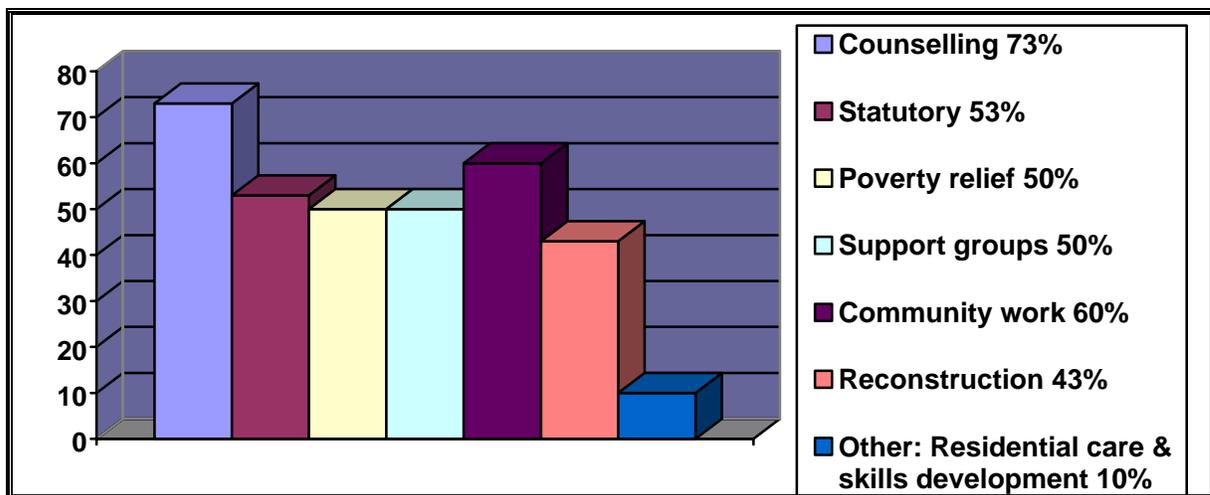
Figure 3.11 Types of services

Figure 11 indicates that twenty two respondents (73%) are doing counseling; sixteen respondents (53%) render statutory services; eighteen respondents (60%) do community work; fifteen respondents (50%) indicated that they are involved with poverty relief and support groups; thirteen respondents (43%) provide reconstruction services and three respondents (10%) indicated that they render other services, namely residential care and skills development. From the findings, it seems as if the service delivery system of the respondents overall is more focused on the remedial approach, counseling, and statutory

services than on the developmental approach. Lombard (1996: 163) pointed out that strategies for social service delivery should link the residual-institutional models to a developmental model.

3.3.3.8 Levels of social service delivery

The respondents were asked to indicate the levels of their social service delivery. Table 3.4 presents the findings.

Table 3.4 Levels of social service delivery

Levels	Percentages					Total	
	0-20	*21-40*	*41-60*	*61-80*	*81-100*	*Number*	*Percentages*
Prevention	5	2	4	6	9	26	87%
Early intervention	2	4	2	8	8	24	80%
Statutory	5	1	2	5	8	21	70%
Continuum of care and development	1	4	4	7	9	25	83%

Table 3.4 indicates that twenty-six respondents (87%) renders services on a prevention level, twenty-four respondents (80%) on an early intervention level, twenty-one respondents (70%) on the statutory level and twenty-five respondents (83%) on a continuum of care and development.

Social services in Tembisa are rendered on all the levels, which is in line with the needs in practice. However, the balance according to the required shifts in the Financing Policy for Developmental Social Welfare Services (1999) is not reflected in the findings. Lesser time should be allocated to statutory work and continuum of care and development.

3.3.3.9 The distance traveled for target groups to reach service providers

The respondents were asked to indicate the distance traveled by target groups to reach service providers' offices.
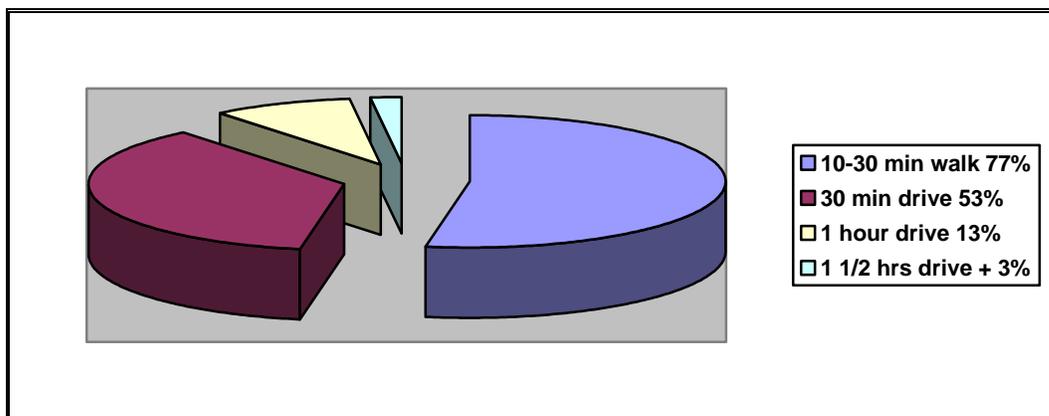
Figure 3.12 Distance to reach social service providers

Figure 3.12 indicates that twenty two respondents (77%) reported that it takes a ten to thirty minutes walk for the target groups to reach their offices; sixteen (53%) responded that it took target groups a thirty minutes drive to reach them; four respondents (13%) indicated that target groups traveled for an hour to reach their offices and one respondent

(3%) indicated that it took the target groups 1 ½ hours and more to reach the service provider. Generally speaking, services are accessible to most of the target groups in Tembisa. Accessibility is one of the principles for developmental social welfare policies and programmes stipulated in the White Paper for Social Welfare (1997: 17). It implies that service providers addressed the barriers such as service points being in the community and nearer to the people, which have made it difficult or impossible for some people to participate equally in all spheres of life.

3.3.3.10 Services meet the needs of the target groups

The respondents were asked to indicate whether the services meet the needs of the target groups. Twenty-five respondents (83%) indicated that the services meet the needs of their target groups. In response to motivating their responses they indicated the following:

- "People are aware of the services".

- "Service providers are available".

- "There are less reported cases of concern [on services by clients], which indicates that people are satisfied with the services".

- "There are successful programmes in the community".

- "The disadvantaged are allocated the subsidy funds [by the Department of Social Services and Population Development]".

Five respondents (17%) indicated that the services do not meet the needs of the target groups and their responses were based on the following:

- "There is lack of information [on services]".

- "High caseload".

- "Shortage of staff".

- "Few people/a portion of the target group is reached".

- "Few organizations qualify for funding".

These findings indicate that although respondents have the impression that their services are meeting the needs of the clients (compare 3.3.3.10), there are significant obstacles to effective service delivery. The principle of appropriateness stipulated in the Financing Policy for Developmental Social Welfare Services (1999: 8) implies that social welfare services and programmes, methods and approaches should be responsive to the needs and problems of the people as well as to their respective social, cultural, economic and political conditions.

3.3.3.11 Services contributing to empowerment

The respondents were asked to indicate whether their services contributed to the empowerment of target groups. Twenty-seven respondents (90%) indicated that their services were contributing to the empowerment of the target groups and motivated their responses as follows:

- "Community leaders are able to transfer the skills [back to their respective communities]".

- "The potential of clients is maximized".

- "The clients learn to deal with their problems".

- "There are self help projects which promote self reliance and promote a development approach".

- "Community-based organizations easily access funds".

- "People know their rights".

- "The social grants are also available".

Three respondents (10%) indicated that the services did not contribute to the empowerment of target groups because of the following reasons:

- "Few people are included".

- "Those who received skills through skills development programmes cannot sustain themselves as they are unemployed".

From the perspective of the service providers, social services in Tembisa contribute to the empowerment of the target groups. Mayo and Graig (1995: 5) pointed out that once the powerless are empowered, they could become agents of their own development. However, the indication that some people are not being able to access social services and the level of unemployment are serious concerns in relation to the contribution of services to empowerment.

3.3.3.12 Organizations rendering similar services

Respondents were asked to indicate if there are other organizations in the area, which render the same service that they do. The responses are presented in Figure 3.13.
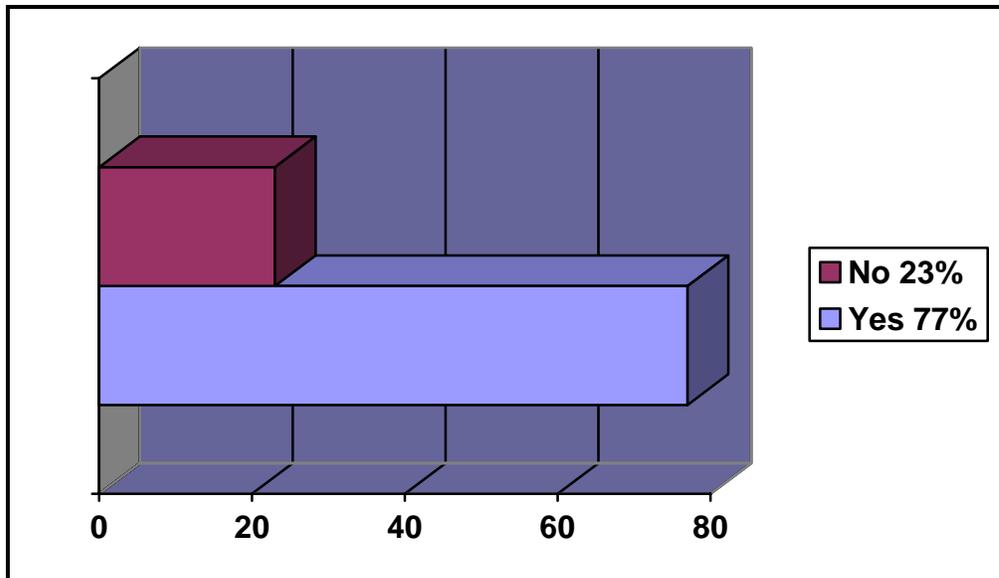
Figure 3.13 Organizations rendering similar services

Figure 3.13 indicates that twenty-three respondents (77%) indicated that there are other organizations in the area, which render the same service while seven respondents (23%) responded that there are no other organizations that render the same services than they do. The twenty-three respondents responded further on whether they work together with other service providers who render similar services. Seventeen respondents (74%) indicated that they do while six respondents (26%) do not work together with other service providers.

From the findings, it is evident that although service providers do network, there is still a need for transformation in this regard. According to Larance (2001: 8) individuals, families and organizations need each other to pursue shared objectives.

3.3.3.13 Availability of a "one stop" center

Respondents were asked to indicate whether there was a "one stop" center in the area where target group can receive a variety of services. The response is presented in Figure 3.14.
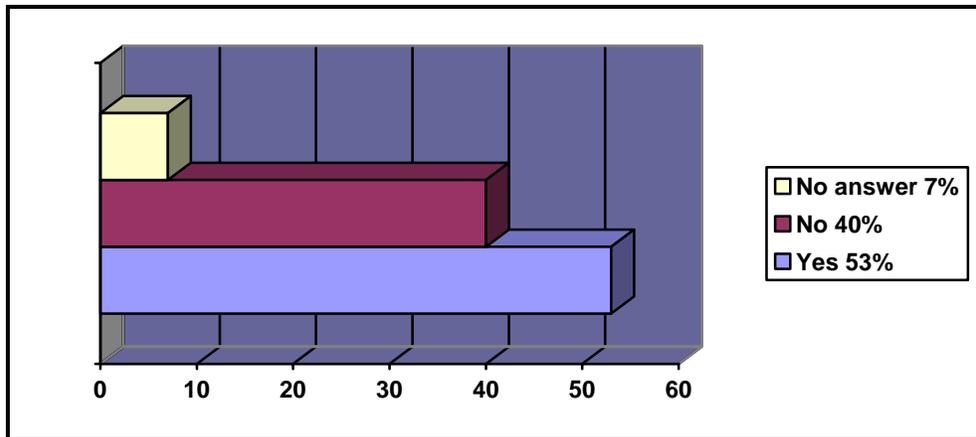
Figure 3.14 Availability of a one-stop center

Figure 3.14 indicates that sixteen respondents (53%) know of the "one stop" center in the area, twelve respondents (40%) are not aware of the center and two respondents (7%) did not answer the question.

Most service providers know where the one-stop center is which makes it easier for them to refer target group. The service providers that are not aware of the facility might be the ones that do not network, otherwise they would have been aware of the one-stop facility.

3.3.3.14 Principles for developmental social welfare services

The researcher asked the respondents to indicate the principles for developmental social welfare services as outlined in the Financing Policy for Developmental Social Welfare Services (1999) that were practiced in their organizations in the past four years. The responses are indicated in Table 3.5

Table 3.5 Principles for developmental social welfare services

PRINCIPLES	NUMBER	PERCENTAGES
Accountability	23	77%
Appropriateness	16	53%
African renaissance	10	33%
Community centered	21	70%
Effectiveness and Efficiency	23	77%
Empowerment	26	87%
Family centered	14	47%
Family preservation	13	43%
Integration	16	53%
Participation	19	63%
Permanency planning	9	30%
Person centered	16	53%
Restorative justice	3	10%
Rights	13	43%
Normalization	9	30%

The findings indicated that most service providers are governed by the principles of developmental social welfare services as outlined in the Financing Policy for Developmental Social Welfare Services (1999). Reasons for the few principles that are not practiced are provided below.

3.3.3.15 Reasons for not practicing the principles

The respondents indicated their reasons for not practicing all the principles as required. Eleven respondents (37%) indicated that principles were not practiced because of a high caseload and lack of resources, eight respondents (27%) indicated that they lack training; four respondents (13%) indicated that they lack knowledge and two respondents (7%) indicated the problem of apathy and specialization. It seems as if respondents, mostly lack time, skills and resources to integrate all the principles.

3.3.4   Monitoring

3.3.4.1 Monitoring systems in the organizations

Respondents were asked to indicate whether there was any monitoring in place for social service delivery within their organizations. Figure 3.15 indicates the responses.
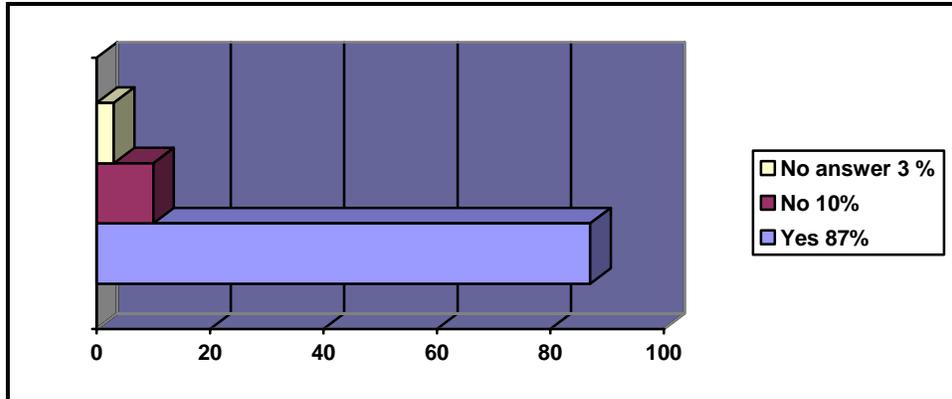
Figure 3.15 Monitoring system

According to Figure 3.15 twenty six respondents (87%) indicated that monitoring of social service delivery was in place at their organizations; three respondents (10%) indicated that there were no monitoring done and one respondent (3%) did not answer the question. It seems as if the majority of organizations are monitored as expected in the Financing Policy for Developmental Social Welfare Services (1999) to ensure that services are, appropriate, effective and efficient.

3.3.4.2 Monitoring of organizations

The researcher wanted the respondents to indicate who was responsible for the monitoring. Twenty-three respondents (77%) indicated that the Department of Social Services was responsible for monitoring of their organization; eleven respondents (37%) indicated that monitoring is done by their respective organizations and two respondents (7%) did not know who does the monitoring.

It is not only the Department of Social Services that provides monitoring but the respective employers also do monitor their organizations. In some instances both the Department and the employers (organizations) monitor organizations.

3.3.4.3 Knowledge of the Development Quality Assurance (DQA)

Respondents were asked to indicate if they know the DQA. The majority of the respondents, namely seventeen (57%), knew about it while thirteen respondents (43%) did not. From the findings, it is clear that training of service providers on the monitoring system with regard to the Financing Policy for Developmental Social Welfare Services (1999) is imperative.

3.3.4.4 General comments from respondents

Respondents were asked to comment in general on the transformation of social service delivery. They responded as follows:

- "There is no training provided in respect of the policy therefore workshops need to be arranged. Training should involve both managers and social workers/service providers".

- "Fragmentation of services – organizations should work together, network and form partnerships".

- "[There is] lack of appropriate service delivery".

- "Lack of staff, high caseload, backlogs and poor salaries results to transformation process moving slowly".

- "Communities loose trust in service providers".

- "A clear monitoring system should be in place."

From these comments, it is clear that although transformation of social service delivery to a developmental approach is taking place, the progress is slow. Training, networking/collaboration/appropriate services matching with the needs of communities, trust (partnerships) and monitoring and evaluation of service delivery should be fast tracked to speed up the transformation process.

3.4   CONCLUSION

In this Chapter, the findings of the empirical study has been presented and discussed. Findings from literature were integrated with the empirical findings. Based on these findings, Chapter 4 will provide the conclusions and the recommendations of the study.

CHAPTER 4

CONCLUSIONS AND RECOMMENDATIONS

4.1   INTRODUCTION

The findings of this study were discussed in the previous Chapter. According to Bless and Higson-Smith (1995:146) it is useful to summarize the objectives of the research, compare them with the findings and draw conclusions on how much and in which manner the goal has been achieved. In addition, they stated that research is mainly relevant if it has implications for the improvement of human conditions. Therefore, in this chapter the researcher indicates how the objectives and goal of the research was achieved, presents the key findings of the study and makes conclusions and recommendations based on the findings.

4.2   RESEARCH GOAL

The goal of this study was to determine the impact of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery from the perspective of social service providers. The researcher will next discuss how this goal was reached through achieving the research objectives.

- *Objective one: To contextualize social service delivery within a developmental paradigm.*

The context and theoretical framework for social service delivery within a developmental paradigm was described and discussed in the literature review in Chapter 2.

- *Objective two: To determine the target groups, intervention levels and service providers for social welfare service delivery within a developmental approach.*

  This objective was achieved through the literature review in Chapter 2 as well as the empirical study in Chapter 3. In Chapter 2 intervention levels (see point 2.5) for social service delivery were identified within the broader developmental paradigm. In Chapter 3 the target groups (see point 3.3.3.5), intervention levels (see point 3.3.3.8) and service providers (see point 3.3.1.2) were specifically identified for social service delivery in the Tembisa community.

- *Objective three: To determine the impact of the implementation of the Financing Policy for Developmental Social Welfare Services (1999) on social service delivery from the perspective of service providers understanding, equipment and level of empowerment.*

  The impact of the policy was determined through a personal administered questionnaire, which covered the knowledge and competency level of the respondents re the Financial Policy for Developmental Social Welfare Services (1999). These findings were presented in Chapter 3 and integrated with findings from literature as reflected in Chapter 2.

- *Objective four: To, based on the research findings, make recommendations on the implementation of the Financing Policy for Developmental Social Welfare Services (1999) in order to reflect the transformation of social service delivery to a developmental approach.*

   In this chapter the researcher made specific recommendations on the implementation of the Financing Policy for Developmental Social Welfare Services (1999) (see point 4.5)

4.3   KEY FINDINGS

The researcher was able to identify seven key findings from the research findings as presented and discussed in Chapter 3. These findings were linked to the context of social service delivery within a developmental paradigm in Chapter 2. The findings are presented as follows:

- It was indicated that most service providers are aware of and do implement the Financing Policy for Developmental Social Welfare Services (1999) but implementation is hampered due to a lack of skills and human resources (compare Chapter 3: 3.3.3.2.1 & 3.3.3.3.2). As a result, the needs of the target groups are not fully met. This finding was found to be linking with Shift #5 of the Financing Policy for Developmental Social Welfare Services (1999)(compare Chapter 2: 2.4) that financing decisions are based on the compatibility of policies and plans; and the provision of an effective service that meets minimum standards. The

targets groups for social service delivery, despite of a lack of resources, include the youth, children, families infected and affected by HIV/AIDS and communities, which is in line with the Financing Policy for Developmental Social Welfare Services (1999). The study done in Nellmapius by Nel (2003) indicated that social services were not delivered to all the mentioned target groups due to a lack of resources (staff).

▪ Services were found to be accessible to all the target groups (compare Chapter 3: 3.3.3.9). Respondents indicated that it took a reasonable time for their target groups to reach them. With regard to the research done by Nel (2003) in the Nellmapius community, the respondents (beneficiaries of services) indicated that they did not know of any social service organization or where to find them. Nel's study also included the perceptions of service beneficiaries. The perceptions of service providers (professionals) and service beneficiaries with regard to service delivery often differ. This is why it is important that the findings of this study should be compared with the other team member's findings of the study with beneficiaries of social service delivery in Tembisa.

▪ The target group, in respect of race, covered the black community (compare Chapter 3: 3.3.3.6). The area is in a township of black people from different ethnic groups. Some service providers operate in Tembisa from a satellite office where the main offices are in Kempton Park where other races are also provided with social services. This finding could be linked to Shift #4 of the Financing

Policy for Developmental Social Welfare Services (compare Chapter 2: 2.4) namely financing will support racially based structures and practices that promote social integration, diversity and equity. This finding implies that welfare organizations such as Elim clinic and Child Line that have been rendering services for many years only to white people have transformed their services to make it accessible to black people.

▪ There seems to be a discrepancy in the findings with regard to the kind of services rendered and the levels of intervention (compare Chapter 3: 3.3.3.7 & 3.3.3.8). It was indicated that most service providers render more remedial services (compare Chapter 3: 3.3.3.7) whilst at the same time there was an indication that services are rendered on prevention and early intervention levels (compare Chapter 3: 3.3.3.8). However, these findings need to be seen in relation to the total services rendered by the service providers (compare Chapter 3: 3.3.3.7) which reflect that while services have expanded to include prevention and early intervention, the statutory and continuum of care and development interventions still remains high. Therefore, service providers become over-burdened to render these services with no additional human resources.

▪ Fragmentation of services still exists. Most respondents agreed that there are other organizations that render the same service and although 74% respondents indicated that they work together with other service providers, there are opportunities for those organizations that do not to join their efforts. There were

also contradictory responses on the availability of the "one stop' center in the area (compare Chapter 3: 3.3.3.13). Networking, collaboration and the building of trust were indicated as important for effective partnerships. The Financing Policy for Developmental Social Welfare Services (1999) encourages partnerships as opposed to fragmentation of services and Shift #10 of the Financing Policy for Developmental Social Welfare Services (1999) indicates that the transformation process in the policy should address integrated services (compare Chapter 2: 2.9.1.1).

▪ Monitoring of social service delivery focus on important components of services rendered by service providers such as effectiveness, efficiency and appropriateness. However, some respondents indicated that they are unaware of the Development Quality Assurance (DQA), which implies that they do not know of the government's monitoring instrument evaluating organizations (compare Chapter: 3 3.3.4.3).

▪ The findings indicated that service providers practice most principles for developmental social welfare services but that a lack of time, skills, training and resources are the stumbling blocks to integrate all the principles in practice (compare Chapter 3: 3.3.3.14 & 3.3.3.15). The Financing Policy for Developmental Social Welfare Services (1999:6) identified principles for developmental social welfare services as a foundation for the transformation process. Service providers needs to be empowered with the skills through training

and skills development programmes. Lombard (1996: 167) indicated that empowerment is the outcome of capacity building.

4.4   CONCLUSIONS

The researcher made the following conclusions based on the findings discussed in 4.3.

1. The Financing Policy for Developmental Social Welfare Services (1999) was not well marketed in terms of training and awareness to ensure that all the service providers who provide social services are skilled to implement the said policy in social service delivery.

2. Training plays a critical role in effective policy implementation, however, the service providers, who have received training and have been empowered and skilled to implement the policy, experienced problems such as a high caseload, lack of staff and financial constraints to implement the policy. It can therefore be concluded that although knowledge and training, thus competency is critical for policy implementation, it does not necessarily guarantee implementation/transformation if there is no enabling working environment.

3. Service delivery continues to focus too much time and resources on statutory services and continuum of care and development even though prevention and early intervention increasingly receives attention (compare Chapter 3: 3.3.3.8). This impacts on the transformation of social service delivery to a developmental approach. This conclusion is in line with the study of Nel (2003) concurring that

the Financing Policy for Developmental Social Welfare Service (1999) does not provide a clear guideline to indicate how the shifts to a developmental paradigm should be made.

4. The Financing Policy for Developmental Social Welfare Service (1999) expected the shifts in service delivery for a five year plan to have made a transition with less focus on continuum of care and development and more on prevention and early intervention. The transformation has not been completed due to the primary problems indicated, that is lack of training, resources and guidelines for implementation.

5. Fragmentation of services will always be a problem if service providers do not have the same understanding of policies and how it should be implemented. The NICC Report in the Financing Policy for Developmental Social Welfare Services (1999: 24) stated that the partnership-based approach is founded on the assumption that no single organization or institution has the full resources, competencies and capacity to provide efficient and sustainable social services and programmes.

6.   Based on the HIV/AIDS situation that South Africa faces, the focus of social service delivery on the youth, women, families affected and infected with HIV/AIDS and the community as target groups are in line with the need for transformation.

7. Not all the principles for developmental social welfare services are implemented by all service providers. Since these principles form the basis for transformation of social service delivery, this limitation should be addressed.

4.5   RECOMMENDATIONS

Based on the findings and conclusions of this study, the researcher made the following recommendations:

- There should be a specific and clearly defined guideline to give direction to service providers on how to transform social services to a developmental approach.

- Social service providers need to be trained thoroughly on the policies that govern their practice. There should be follow-up workshops or seminars to ensure that service providers are implementing the policies according to their implementation plans. Continuous consultation of the governmental organizations such as the Department of Social Services with service providers is imperative to evaluate challenges, problems, successes and failures in implementation.

- The new Policy on Financial Awards to Service Providers (Department of Social Development, 2004:31) stated that mechanisms shall be set in place to strengthen communication and encourage consultation, however, they are not clearly described in the said policy. Therefore, the findings of this study and the other team researchers should be used to analyze the new policy on Financial Awards to Service Providers.

▪ Resources need to be made available for the transformation process to progress smoothly. The main resources include empowerment of service providers with skills, financial support and employment of more service providers to overcome backlogs and a high caseload.

▪ Partnerships for social service delivery should be clarified. Organizations as well as service providers should know on what level they should operate as partners. A strategy on how these partnerships must be established and maintained should also be provided.

▪ Service providers should take up the challenge of initiating communication with regards to problems and challenges in their service delivery. They should establish forums, which should be acknowledged by government, where common problems and concerns could be addressed and solutions and strategies be presented during the consultations.

▪ The Development Quality Assurance model should be improved to make provision for clear guidelines of how organizations should monitor their own service delivery as well as being monitored by government.

▪ Future research studies should identify key transformation indicators for monitoring and evaluation of social service delivery within a developmental

paradigm and the implementation of transformation policies should be continuously analyzed to inform policy formulation and implementation.

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ADDENDUM A:

CONSENT FORM

CONSENT FORM

UNIVERSITY OF PRETORIA

RESEARCHER'S NAME:　　　　**MAHLODI MORIFI**

1.　　**Title of study:**
 The impact of Financing Policy for Developmental Social Welfare Services (1999) on
 service providers in Tembisa.

2.　　**Purpose of the study:**
 The purpose of the study is to determine whether there is transformation as stipulated in
 the Financing Policy on Developmental Social Welfare Services (1999) for service
 providers in Tembisa.

3.　　**Procedure:**
I have been requested to be part of the research study by completing the questionnaire,
which will take approximately forty-five minutes. Respondents are requested to fill in the
questionnaire. The questionnaires will be kept safely once they are completed.

4.　　**Respondents' rights**:
I understand that my participation is voluntary and that I have the right to make a
decision to complete the questionnaire and may withdraw at any stage whenever I want to
without being penalized.

5.　　**Benefits of the study:**
I understand that there are no direct benefits for me to take part in this study. The
research results will however be useful to social services providers, as
information will be utilized in policy making for better social service delivery.

6. **Confidentiality**:
I take note that my privacy in completing the questionnaire will be protected and that
information given by me will be treated confidentially.

7. **Risks and discomforts**:
I understand that there are no known risks and discomfort in this research study.
I understand my rights as research subject, and I voluntarily consent to participate in this
study. I understand the purpose of the study and that I will not receive any form of
compensation.

Respondent's signature:………………………………………………
Researcher's signature:……………………………………………….
Date:……………………………………

ADDENDUM B:

QUESTIONNAIRE

Private Bag X 1008
GERMISTON
1400
09 February 2004

Dear respondent

RE: Research on the impact of the Financing Policy for Developmental Social Welfare Services (1999) on the service providers in Tembisa.

I am a student from the University of Pretoria and I am currently busy with a Masters Degree in Social Development and Policy. It is expected of me to conduct research as part of the requirement to complete the degree.

The aim of the research questionnaire is to gather information from different organizations in order to determine and evaluate the impact of the Financing Policy for Developmental Social Welfare Services (1999) on service providers in Tembisa. The research findings will assist the researcher to evaluate the policy and be in a position to make conclusions and recommendations for implementation.

Please be informed that the research instrument, i.e. the questionnaire has been structured in a manner that protects the respondents' identity and respect their privacy. Your participation is voluntary; therefore you can withdraw from the research investigation at any time.

Please find attached the copy of an informed consent form that needs to be signed if you are willing to participate in the research. The questionnaire should be completed by 30 March 2004.

Your participation in the research is highly appreciated.

Kind regards
Mahlodi Morifi
Tel: (011) 573-2200
Cell: 0723749057

THE IMPACT OF THE FINANCING POLICY FOR DEVELOPMENTAL SOCIAL WELFARE SERVICES (1999) ON SERVICE PROVIDERS IN TEMBISA

QUESTIONNAIRE (SERVICE PROVIDERS)

1. INSTRUCTIONS

It will take approximately 45 minutes to complete the questionnaire. Please complete the questionnaire honestly. All the questions should be answered. The applicable blocks should be marked with an X, for example:

Male	
Female	X

When you are requested to explain your answers, please write in the open spaces provided. If there are questions that are not clear, please contact the researcher on the telephone numbers provided.

2. BIOGRAPHIC INFORMATION

2.1 Type of organization

Government	
Non-government	
Community-based	
Faith-based	
Other: Specify	

2.2 Current position

Manager	
Senior social worker	
Social worker	
Auxiliary social worker	
Community developer	
Other: specify	

2.3 Gender

Male	
Female	

2.4 Period of service

2 years	
3-5 years	
6-8 years	
9 years+	

3. KNOWLEDGE OF THE FINANCING POLICY FOR DEVELOPMENTAL SOCIAL WELFARE SERVICES (1999)

3.1 Are you aware of the Financing Policy for Developmental Social Welfare Services (1999)?

Yes	
No	

3.2 If yes in question 3.1, how did you get to know about the policy?

Work Library	
Media	
Employer	
Department of Social Services	
Other: Specify	

3.3 Was there any training provided with regard to the policy?

Yes	
No	

3.4 If yes in question 3.3, what medium(s) was/were used for training?

Workshop	
Conference	
In-service training	
Other: Specify	

3.5 How long was the training?

One day	
Two days	
Three days	
Four days	
Five days+	

3.6 Who provided the training?

Department of Social Services	
Other: Specify	

4. IMPLENTATION OF THE POLICY

4.1 Is it expected of you to implement the policy?

Yes	
No	

4.2 Are you implementing the policy?

Yes	
No	

4.3 Do you have the necessary resources to implement the policy?

Yes	
No	

4.4 If no in question 4.3, what resources do you require for implementation?

Staff	
Finances	
Skills	
Other: Specify	

4.5 Who is/are your target group(s)? Indicate all applicable.

Men	
Women	
Youth	
Children	
Families	
People infected/affected by HIV/AIDS	
Older persons	
People with Disabilities	
Gays and Lesbians	
Communities	

4.6 What percentage of each race is/are your target group(s)?

RACE	PERCENTAGES				
	0-20%	21-40%	41-60%	61-80%	81-100%
Black					
White					
Coloured					
Indian					

4.7 What kind of services do you render to the target groups? Indicate all applicable.

Counseling	
Statutory	
Poverty	
Community work	
Reconstruction	
Other: Specify	

4.8 What percentage of your organization's services is being rendered at the levels below?

LEVEL	PERCENTAGES				
	0-20%	21-40%	41-60%	61-80%	81-100%
Prevention					
Early Intervention					
Statutory					
Continuum of care and development					

4.9 How long does it take your target group(s) to reach your offices?

10-30 min walk	
30 min drive	
60 min drive	
Other: Specify	

4.10 Do you think the services meet the needs of your target group(s)?

Yes	
No	

4.11 Motivate your answer in 4.10

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4.12 Do the services contribute to the empowerment of the target group(s)?

Yes	
No	

4.13 If yes in question 4.12, explain how.

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4.14 If no in question 4.12, explain why.

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4.15 Are there any other organization(s) in the area, which render the same service?

Yes	
No	

4.16 If yes in question 4.15, do you work together or share ideas regarding the same service?

Yes	
No	

4.17 Is there a center "one stop" center in the area where target group(s) can get variety of services?

Yes	
No	

4.18 In the last four years, what principles has your organization practiced? Indicate all applicable.

Accountability	
Appropriateness	
African renaissance	
Community centered	
Effectiveness and efficiency	
Empowerment	
Family centered	
Family preservation	
Integration	
Participation	
Permanency planning	
Person centered	
Restorative justice	
Rights	
Normalization	

4.19 If principles were not practiced, what were/are the reasons? Indicate all applicable.

Lack of knowledge	
Lack of training	
Lack of resources	
High caseload	
Other: Specify	

5. MONITORING AND EVALUATION OF THE POLICY

5.1 Is there any monitoring at your organization?

Yes	
No	

5.2 Who does the monitoring/evaluation?

Department of Social Services	
Organization	
Do not know	
Other: Specify	

5.3 Do you know about the Development Quality Assurance (DQA)?

Yes	
No	

5.4 If you have any additional comments on the transformation of social services delivery in your organization, please indicate those in the following space.

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Thank you
Your cooperation is highly appreciated